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UDOH/ GUY MARGOTTIER

The Responsibility to Implement

2007 was a demanding year for the OSCE and its Office for Democratic Institutions and Human Rights (ODIHR). In the fifth year of my tenure as Director, we continued along the path of adjusting our activities to fit the changing challenges of our time, with the goal of realizing the commitment of the OSCE's 56 participating States to protect human rights, strengthen the rule of law, and ensure pluralistic democracy.

Since I took office in 2003, I have focused particularly on three objectives: enhancing the

Office's capacity to fulfil its mandate, strengthening leadership and focus for the Office, and developing outreach to all our partners. Consequently, we have moved away from one-year project-planning cycles to multi-year, long-term programming in our assistance activities. This has enabled us to set more ambitious goals and to become more transparent and predictable.

In addition, we have mainstreamed a number of cross-cutting issues into our work. Gender aspects are now reflected in our work across all departments, and most programmes, whether

◀ ODIHR Director Christian Strohal (centre) and junior legal analyst Tamara Otiashvili (left) talk to a domestic observer at a polling station during the parliamentary elections in Armenia, 12 May.

on trafficking in human beings, hate-crime policing, or elections, include specific consideration of Roma and Sinti communities.

New and old challenges

Our work has also had to adjust to a changing political environment. OSCE states have taken important decisions over recent years to address new challenges in the human dimension: combating trafficking in human beings, racism, anti-Semitism, xenophobia and other forms of intolerance, or gender inequality. Yet the bulk of the OSCE's human dimension commitments date back to the 1990s, and to the 1975 Helsinki Final Act.

As we outlined in our report *Common Responsibility: Commitments and Implementation*, published in 2006, a large number of challenges to democracy and human rights, the cornerstones of our security concept, still need to be addressed: in parts of the region, systematic election fraud continues; the freedoms of assembly and association remain curtailed; human rights defenders are increasingly under threat; the fight against terrorism is being abused as a pretence to suppress fundamental freedoms; independent media are facing serious restrictions by authorities; and some governments give inadequate attention to prevent torture and ensure impartial and accessible justice for all. At the same time, migration and displacement are creating new challenges for governments and societies as a whole, as do crimes resulting from aggressive nationalism, racism, xenophobia, and anti-Semitism, and the lack of tangible progress in improving the situation of Roma and Sinti throughout the OSCE region.

In the face of these challenges, and the inconsistent response to them, some want to conclude that the OSCE is in a crisis. I believe that the opposite is the case. In times when some participating States are failing to meet their

commitments, it is institutions like ODIHR that are best suited to identify shortcomings and offer assistance to states to remedy the lack of implementation.

ODIHR response

One of my first steps as ODIHR Director was to create a fully fledged Human Rights Department with a strong monitoring capability and the ability to strengthen the capacity of officials as well as of NGOs to pursue human rights issues in their countries. We have now established a focal point to follow the specific challenges faced by human rights defenders and national human rights institutions in our region.

Another addition to our portfolio was the Tolerance and Non-discrimination Programme, following an unprecedented series of high-level OSCE conferences. The programme has now successfully been developed into an effective department. In addition to assistance activities, such as training law enforcement officers in combating hate crime and developing educational materials, the department closely follows incidents and violent manifestations of racism, xenophobia, anti-Semitism and other forms of intolerance. Our annual report on hate crimes in the region has become a widely used monitoring and early-warning tool, and our TANDIS website provides a valuable portal to access relevant information, including on best practices.

Human dimension meetings and civil society

Attracted by the possibility of participating on an equal footing with government representatives, the number of NGOs attending the human dimension meetings and conferences organized by ODIHR has reached record levels each year. We have worked hard in making these meetings, including the annual two-week Human Dimension Implementation Meeting



ODIHR Director Ambassador Christian Strohal gives an interview to Russian TV journalists during the Madrid Ministerial Council, 29 November.

held in Warsaw, more interactive and to allow civil society to hold governments accountable. In this way, we contribute to our collective implementation review, together with our partners both from within the Organization and from outside. The involvement of civil society is also a key component of ODIHR's democratization and human rights programmes.

Democracy as a process

ODIHR's democratization work, too, has developed stronger focus, in particular on democratic governance and democratic processes. In response to growing demand by participating States, we have strengthened our capacity to provide assistance in drafting and amending legislation, including by further developing legislationline.org, our Internet-based legislative database. In 2007, ODIHR again organized a series of roundtables and workshops, providing practical assistance in judicial reform, civil

registration, political participation of women, and other related fields.

Elections: the need for follow-up

Election observation work continues to be ODIHR's most visible activity, widely recognized in the international community. In 2007, we fielded over 3,000 election observers and experts on 17 election missions, ranging from the Serbian parliamentary elections in January to the presidential elections in Uzbekistan at the end of December. In line with our general policy, we have also increasingly been following developments in longer-established democracies, assessing specific aspects of the electoral process, for example, during the Swiss parliamentary elections, or following the impact of newly introduced voting technologies, as we did in Estonia.

Sadly, ODIHR was unable to observe the largest electoral event in 2007, the November

elections to the Duma in the Russian Federation. A number of unprecedented restrictions imposed on the planned observation mission, in addition to difficulties in obtaining visas for our experts, made it impossible to conduct any long-term observation in accordance with ODIHR's mandate for monitoring "before, during and after elections".

Election observation is not an end in itself. It is a tool to identify challenges and point to ways in which shortcomings can be addressed. ODIHR has therefore continuously stepped up efforts to follow up on our observations by presenting recommendations and offering our assistance in meeting them. These efforts increasingly touch all ODIHR programmes.

Of course, meeting commitments on democratic elections is a responsibility that ultimately lies with the authorities of the participating States themselves.

Outlook: renew the Helsinki movement

With our highly professional team of ODIHR staff, we have, over the past five years, worked hard to reshape ODIHR into an even more effective tool in identifying and helping to address the challenges states face in the human dimension. Sadly, the sometimes uncomfortable truths uncovered by our reports have led some to call for ODIHR's activities to be modified and for its reports to be subjected to tighter control by states.

At the opening of my first Human Dimension Implementation Meeting, in 2003, I came to the following conclusion: "Democracy, the rule of law, human rights: they are always in danger, everywhere. This is the message from the Helsinki movement of civil society, governments, and international organizations. This movement has been the *avant-garde* in Europe, and beyond. We must strive to serve as this *avant-garde* again."

This conclusion, I believe, is more valid than ever. Stability and regional security are based on legitimacy that, in turn, can only derive from upholding democratic values and fundamental

freedoms. With its strong mandate, its freedom from undue political influence, its operational autonomy, its internationally recognized expertise and its ability to work flexibly, ODIHR is uniquely positioned to help participating States in what is their common responsibility: implementing their commitments to the benefit of human security for all.



Ambassador Christian Strohal
ODIHR Director



UNDP/UNWFP/SCOTT

Elections

“The will of the people, freely and fairly expressed through periodic and genuine elections, is the basis of the authority and legitimacy of government.”

— Copenhagen, 1990

Since its establishment in 1990 — originally as the Office for Free Elections — the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) has become a significant institution for promoting and supporting democratic elections throughout the OSCE region. While in the early years its election-related activities were particularly focused on supporting democratic transition in post-communist countries, it has since developed its capacity to follow election issues in a broad majority of OSCE participating States. This permits ODIHR to fulfil its various mandates and tasks effectively and to promote OSCE election commitments throughout the whole OSCE region, holding all participating States accountable to those commitments. While its observation of elections is its most visible task, the Office also conducts a number of other election-related activities: reviewing electoral legislation, training observers, and publishing guidelines and handbooks about electoral issues.

Over the past fifteen years, major progress has been witnessed in a number of countries in terms of conducting democratic elections, while, for others, the implementation of election-related commitments continues to be a challenge. ODIHR's comprehensive election observation methodology has permitted it to follow successive election processes in participating States undergoing fundamental transition, and to offer recommendations to facilitate the conduct of elections more closely in line with OSCE commitments.

Since 2002, ODIHR has been following electoral developments in a broader range of participating States, also assessing specific electoral issues in longer-standing democracies and post-transition countries. This has been achieved through the increased deployment of election assessment missions, which primarily focus on

the legal and administrative framework for the conduct of elections, and other relevant issues such as the introduction of new voting technologies. By adjusting its approach to meet the relevant circumstances in a broader range of participating States, ODIHR has been able to maximize its available human and financial resources and to provide a broader information base for participating States on electoral issues.

Main Issues

▶ **Meeting standards for democratic elections:** OSCE participating States have made commitments to hold elections in accordance with the 1990 OSCE Copenhagen criteria, which serve as the basis for ODIHR's evaluation of any given election. Numerous improvements have been made in election processes in many OSCE states, including in the legal and administrative framework regulating the conduct of elections; however, such improvements are only significant if they are implemented accordingly. ODIHR continues to have to report serious flaws in a

Ballots are counted for the 24 May parliamentary elections in Ireland.



number of OSCE participating States in the conduct of elections, such as restrictions of fundamental freedoms, limitations on the right to stand for office, challenges to universal and equal suffrage due to deficiencies in voter lists, inequitable media access and biased coverage in favour of one candidate or party, abuse of state administrative resources, hindered access of domestic and international observers, ineffective complaints and appeals procedures, as well as fraud during the vote count and tabulation process, all leading to a lack of confidence in the election administration and democratic process.

» **Implementing recommendations:** Election observation is not an end in itself. At the conclusion of any observation or assessment mission, ODIHR provides constructive recommendations that address areas where the electoral practices of a particular state should, or could, be improved. Recommendations, however, are not always acted upon. In order to enhance the impact of election observation and to ensure that OSCE states implement recommendations, ODIHR continues to emphasize the need for post-election dialogue and follow-up activities. As stated in its report *Common Responsibility:*

Commitments and Implementation, of November 2006, the Office advocates regular progress reports to the OSCE Permanent Council to examine the state of implementation of ODIHR recommendations.

» **Addressing new voting technologies:** In recent years, new voting technologies have been used with increasing frequency. These technologies can pose challenges to the perceptions of transparency and accountability in an election process, as well as challenges to observing electronic voting. Key aspects of new voting technologies should be observable, and such systems should be introduced with appropriate safeguards to better ensure accountability, transparency, and public confidence. Broad public confidence is considered a prerequisite for the introduction of new election technologies. Electronic voting systems must meet the same democratic commitments and principles applied to traditional systems and modalities of voting, especially the principles of transparency, secrecy of the vote, and accountability. ODIHR examines challenges surrounding the consideration and introduction of new voting technologies by including e-voting experts in relevant election missions.

A polling-station commission fills in results protocols for the 22 July parliamentary elections in Turkey as domestic observers look on.



JOURNALISM/STREETS

The following are among the principal areas where the conduct of democratic elections requires further attention and improvement:

- » Respect for basic fundamental freedoms, such as the freedoms of assembly, association, and expression;
- » Respect for the civil and political rights of candidates and voters;
- » Compilation of accurate voter lists;
- » Equal opportunities to campaign in a free environment;
- » Equitable access to the media;
- » Unbiased coverage by the media;
- » Impartial election administration bodies;
- » Unhindered access for international and domestic election observers;
- » Effective representation and participation of women;
- » Effective representation of national minorities;
- » Access for disabled voters;
- » Honest and transparent counting and tabulation of the votes;
- » Effective complaints and appeals process with an independent judiciary;
- » Overall transparency and accountability that instils public confidence; and
- » Development and implementation of new voting technologies in a manner that is transparent, accountable, and in line with OSCE commitments.

Ballots are counted for the 18 February local elections in Albania at a counting centre in Tirana, 20 February.



Furthermore, ODIHR continues to consider adaptations to its election observation methodology to take account of new developments in this field.

Addressing other ongoing and emerging challenges: Ongoing challenges include the need to ensure transparency, accountability, and confidence in electoral processes, as well as universal suffrage rights for voters and candidates alike. In this context, the participation of women, the inclusion of national minorities, and access for disabled voters are issues to be addressed. The right to vote, free from interference and intimidation, is also a challenge for certain groups that may be considered more vulnerable, such as the sick and elderly, who may vote at home or in hospital; military conscripts, who may vote in their barracks; internally displaced persons; and persons in pre-trial detention. Low voter turnout, particularly among young voters, is another concern in a number of participating States. Emerging challenges also include election campaign financing and the monitoring thereof.

Formulating supplementary commitments: OSCE states have yet to decide on the adoption of supplementary commitments, following an ODIHR note on possible additional commitments for democratic elections. ODIHR concluded that three basic principles that are implicit in the 1990 Copenhagen Document — transparency, accountability, and public confidence — could serve as the basis for new commitments.

Activities

Observation is the most visible aspect of ODIHR's elections mandate, but it is just one part of a much broader range of activities aimed at fostering and strengthening democratic elections. Insights gained from observation reports

"[The Ministerial Council] recognizes ODIHR's expertise in assisting the participating States through its election-related activities, including reviewing election legislation and carrying out election observations." – *Brussels 2006, Strengthening the Effectiveness of the OSCE*



An OSCE observer checks a list of voters at a polling station in Belgrade during the 21 January parliamentary elections in Serbia.

I. Election observation

Election observation has two principal objectives: (1) to determine whether a particular election meets OSCE commitments and other international standards for democratic elections, and whether it is conducted in compliance with national legislation, which should reflect OSCE commitments; and (2) to offer recommendations, where necessary, to support governments in implementing improvements for future elections.

The purpose of election observation is not simply to commend those countries that conduct their elections well or to criticize those that fall short of meeting their commitments. Instead, ODIHR offers proactive and constructive input, whereby it not only calls attention to specific areas for possible improvement, but also makes recommendations and provides assistance to rectify any shortcomings. Election observation has thus become an effective service that is provided among OSCE participating States to enhance the integrity of electoral processes in line with OSCE commitments.

In the course of 2007, ODIHR deployed over 3,000 observers to nine election observation missions. In an effort to expand the geographic composition of observation missions, 87 short-term and 23 long-term observers were financed through ODIHR's Fund for Enhancing the Diversification of Election Observation Missions. This voluntary fund was established in 2001 to ensure broader participation of nationals from

prove useful for ODIHR's other programmes, as well as for the activities of other institutions and field operations. The Elections Department's integrated work plan also includes the further development of its methodology, as well as technical-assistance projects and legislative reviews. These activities concentrated in 2007 on the following areas:

- 】 Election observation;
- 】 Reform of electoral legislation;
- 】 Developments in the methodology of election observation;
- 】 Co-operation with other election observation networks;
- 】 Follow-up; and
- 】 Observer training.

Election observation missions

Country	Type of Election	Date
Serbia	Parliamentary	21 January
Albania	Local	18 February
Armenia	Parliamentary	12 May
Moldova	Local	3 and 17 June
Kazakhstan	Parliamentary	18 August
Ukraine	Parliamentary	30 September
Croatia	Parliamentary	25 November
Kyrgyzstan	Parliamentary	16 December
Uzbekistan	Presidential	23 December



A ballot box is emptied for the count at a polling station in Warsaw during the 21 October parliamentary elections in Poland.

19 participating States that may not be in a position to regularly second observers.

Election assessment missions

Elections in longer-established democracies generally enjoy higher public confidence, better-tested electoral practices, and proven checks and balances such as an independent judiciary,

robust civil society, and pluralistic media. Therefore, the deployment of comprehensive long-term election observation missions involving hundreds of short-term observers usually does not appear to be necessary or even realistic in the face of limited resources. There is proven value, however, in following electoral issues and developments in longer-standing democracies and

Election assessment missions

Country	Type of Election	Date
Estonia	Parliamentary	4 March
France	Presidential	22 April and 6 May
Ireland	Parliamentary	24 May
Belgium	Parliamentary	10 June
Turkey	Parliamentary	22 July
Poland	Parliamentary	21 October
Switzerland	Parliamentary	21 October



OSCE election observers fill in report forms at a polling station in Kant during the 16 December parliamentary elections in Kyrgyzstan.

post-transition countries in the OSCE region, as all participating States are equally bound by the 1990 Copenhagen commitments, and therefore should periodically review their procedures to ensure best electoral practice.

In this context, ODIHR has recently deployed an increased number of election assessment missions, which consist of a group of experts who arrive in a given country several days prior to Election Day and remain until shortly after Election Day. They make an overall assessment of the administrative and legal framework for the conduct of elections and provide targeted recommendations. An assessment mission does not comment on the process in the same comprehensive manner as an observation mission, and it does not undertake any systematic or comprehensive observation on Election Day. Since 2002, this type of election mission has permitted ODIHR to follow electoral issues in a broader range of participating States.

Support to OSCE field presences in assessing elections and referenda

In 2007, ODIHR fielded three election support teams comprising a few experts each to

support OSCE field presences in following electoral events where an observation or assessment mission was not deployed. An election support team provides expert advice on electoral developments to OSCE field missions that in turn report on the electoral event through their standard OSCE reporting channels. Such teams were deployed for parliamentary by-elections and for the 21 October referendum in Kyrgyzstan, as well as for the 11 February presidential election in Turkmenistan.

II. Reform of electoral legislation

The legislative framework for elections in any particular country should provide a solid basis for conducting elections in line with OSCE commitments for genuine democratic elections. Therefore, review of electoral legislation has become an integral part of ODIHR activities to follow up on recommendations contained in election reports.

According to the established practice of assisting the participating States in their legislative reform in the field of elections, ODIHR offers comments and assessments on election legislation and relevant amendments. A voluntary

fund established in 2001 (Legislative Alert) permits ODIHR to provide expert advice on electoral reform initiatives, as well as to make recommendations. ODIHR experts regularly join efforts with experts from the Council of Europe's Commission for Democracy through Law (Venice Commission) to offer joint opinions on the legislative framework for elections.

III. Developments in the methodology of election observation

ODIHR has developed a systematic and comprehensive methodology for long-term observation of elections that encompasses all elements of an election process. ODIHR's *Election Observation Handbook* was developed in response to a direct task set out at the 1994 Budapest Summit, whereby participating States mandated ODIHR to "enhance election monitoring preparations and procedures" by devising a handbook. The handbook was published in its fifth edition in 2005, and provides the guidelines that observers use to monitor all aspects of an electoral process, beginning with a review of the legal framework, and including the performance of the election administration; the conduct of the campaign; the media environment and equitable media access; the complaints and appeals process; voting, counting, and tabulation; and the announcement of results.

While this methodology has not been fundamentally altered since its introduction in 1996, the experience and insights gained over the past decade have led to refinements in some areas and expansion in others. For example, the Office has adapted the methodology to take more detailed account of issues such as the participation of women and the inclusion of national minorities in the electoral process, as well as expanding its media-monitoring methodology and considering the topic of new voting technologies.

Monitoring the use of new voting technologies

An increased number of OSCE participating States are considering and testing, or are in the process of introducing, new voting technologies, including voting machines, vote scanners,

In 2007, ODIHR issued six legislative reviews and opinions, conducted jointly with the Venice Commission:

Country	Legislation
Albania	Joint Opinion on the Amendments to the Electoral Code of the Republic of Albania
Armenia	Final Joint Opinion on the Amendments to the Electoral Code of Armenia Joint Opinion on the 26 February 2007 Amendments to the Electoral Code of Armenia
Croatia	Joint Opinion on the Draft Law on Voters Lists of Croatia
Former Yugoslav Republic of Macedonia	Joint Opinion on the Draft Working Text Amending the Election Code of the Former Yugoslav Republic of Macedonia
Ukraine	Joint Opinion on the Law on the State Register of Voters of Ukraine

and even Internet voting options. ODIHR has had the opportunity to familiarize itself with such technologies in participating States; at the same time, the Office has stressed that, when using new voting technologies, OSCE commitments must be met in the same manner as when using traditional voting methods.

Recognizing that the observation of new voting technologies requires innovative approaches, ODIHR has hosted several expert meetings on observation of electronic voting to discuss the

Ballot papers are given to a voter during local elections in Moldova, 3 June.



challenges of observing an electronic voting process and to identify areas in which ODIHR's election observation methodology could be further developed in this regard. These meetings concluded that key aspects of new voting technologies should be observable, and that such systems should be introduced with appropriate safeguards to better ensure accountability, transparency, and public confidence.

As a result, ODIHR has initiated the drafting of a handbook on observing electronic voting that representatives of election administrations, electronic-voting and legal experts, and relevant international organizations have contributed to. The handbook will provide guidance to observers while undertaking observation of new voting technologies applied to electoral processes.

"To ensure that the will of the people serves as the basis of the authority of government, the participating States will ... guarantee universal and equal suffrage to all adult citizens." – 1990 Copenhagen Document

ODIHR had the opportunity to expand its comparative experience with new technologies during several elections in 2007, including its assessment missions to parliamentary elections in Estonia, presidential elections in France, parliamentary elections in Ireland, parliamentary elections in Belgium, and parliamentary elections in Kazakhstan. At each of these elections, new voting technologies had been considered, partially introduced, or fully introduced as a voting option.

Guidelines

In recent years, ODIHR has published guidelines and handbooks on a variety of election-related subjects that provide detailed guidance for international and domestic observers.

As the latest in this series, the Office published a *Handbook for Long-term Election Observers* in 2007 that provides a comprehensive overview of their responsibilities and role in observation missions. It offers long-term observers

the benefit of ODIHR experience in order to ensure efficiency, effectiveness, and a common approach. In addition, the Office is finalizing guidelines on media analysis during election observation missions.

Furthermore, ODIHR is developing guidelines for the observation of voter registration. Together, voter registration laws and practices are an important aspect of any democratic election, ensuring that the principles of equality and universal suffrage are upheld. Voter registration is a complex exercise that can present challenges to election observers. Guidelines should facilitate the necessary understanding of complex issues and guide election observers in their assessment of voter registration. Although ODIHR has commented extensively on these issues in various election reports, more specific and detailed guidance on best practice for observation of this fundamental element of an election process would strengthen observation methodology.

The Office is also updating two of its existing publications. A revised edition of the *Handbook to Assist National Minority Participation in the Electoral Process* will provide new content on issues pertaining to jurisprudence of the European Court of Human Rights and to interpretations by the Advisory Committee of the Framework Convention for the Protection of National Minorities.

An update of the *Guidelines for Reviewing a Legal Framework for Elections* will take account of relevant international developments, including those stemming from the case law of the European Court of Human Rights. It will contain an expanded discussion on the subjects of districting and equal suffrage, national minorities, gender, voting by internally displaced persons, and the protection of electoral rights. It will also provide guidance on how to review laws related to the use of new voting technologies.

Supporting domestic non-partisan election observation

International and domestic election observation are distinct but complementary activities.

ODIHR's handbook for long-term election observers.



A voter casts his ballot in Zagreb during the 25 November parliamentary elections in Croatia.



Domestic election observation, as conducted by both partisan and non-partisan observers, is a civic responsibility that helps to ensure transparency, accountability, and public confidence in election processes.

ODIHR has supported capacity-building efforts and promoted an exchange of experience and best practice among domestic observers since 2001. Given that methodologies may vary, including their means of implementation, considerable benefit can be gained from exchanges of experience among domestic observer groups in the OSCE region. Ultimately, such exchanges can lead to a more standardized and consistent approach to domestic election observation.

By giving non-partisan domestic observers access to OSCE-mandated meetings and ODIHR meetings on election-related issues, the Office has provided them with networking opportunities and international fora to advocate for their rights and to disseminate information about their situation in the OSCE area. ODIHR also continues to raise awareness and express concern on occasions when the rights of domestic observers are obstructed or infringed by the authorities.

IV. Co-operation with other international election observation networks

Throughout 2007, ODIHR co-operated closely with the OSCE Parliamentary Assembly, the Parliamentary Assembly of the Council of Europe, the European Parliament, and, on occasion, the NATO Parliamentary Assembly. Furthermore, ODIHR regularly met with observers from the Commonwealth of Independent States (CIS) in the field in order to exchange findings.

ODIHR developed contacts with national election administrators and with other organizations involved in international election observation. In September, ODIHR participated in the annual General Assembly meeting of the Association of Central and Eastern European Election Bodies and in the Fourth European Conference of Electoral Management Bodies, which was organized by the Council of Europe's Venice Commission in Strasbourg. In October, ODIHR representatives attended the second training workshop for international election observers from the CIS, which was organized in St. Petersburg by the CIS Inter-parliamentary Assembly and the Central Election Commission of the Russian Federation.



Polling-station officials count ballot papers in the 22 July parliamentary elections in Turkey.

V. Follow-up

In the presence of sufficient political will to improve the election process in line with OSCE commitments, the post-election period enables participating States to benefit from ODIHR expertise through a process of follow-up to ODIHR election observation missions. The recommendations offered by ODIHR following observation missions could assist participating States in meeting their commitments to conduct democratic elections. As a rule, ODIHR stands ready to offer follow-up assistance to participating States; however, the overall success of such a process requires that the participating States play an active role in post-election dialogue.

In May, ODIHR distributed a discussion paper among the participating States that outlines the modalities of follow-up activities. The paper was intended to launch an intra-organization

discussion on the most efficient practices of follow-up, including the role of the recipient country and the possibility for regular reporting on follow-up to ODIHR recommendations.

As in previous years, ODIHR was actively involved in following up on the findings and recommendations of its election observation missions, notably through numerous publications, reviewing election legislation, supporting OSCE operations on targeted technical assistance, deployment of election support teams, and participation in relevant roundtables and seminars.

In addition to offering comments on electoral legislation, ODIHR conducted a number of follow-up activities in 2007 in Albania, Armenia, Azerbaijan, Croatia, Georgia, Kazakhstan, Kyrgyzstan, the former Yugoslav Republic of Macedonia, Turkmenistan, and Ukraine. Some of these activities were initiated by a visit by the ODIHR Director shortly after the publication of election observation mission reports.

VI. Observer training

ODIHR makes great efforts to implement its election observation methodology with the highest possible professional standards. While

“[The Ministerial Council] tasks ODIHR to consider ways to improve the effectiveness of its assistance to participating States in following up recommendations made in ODIHR election-observation reports and inform the Permanent Council on progress made in fulfilling this task.” – 2003 Maastricht Ministerial Council

it is primarily the responsibility of OSCE participating States to provide ODIHR with trained and experienced observers, ODIHR has started to assist them by providing observer training. Since 2006, ODIHR has followed a two-track approach to observer training that has included: (1) the launch of a new extra-budgetary programme on training election observers; and (2) the provision of continued ad hoc support to national training centres.

The training programme assists participating States in their efforts to train observers and increases the level of professionalism of international observers taking part in ODIHR election observation missions. Training provides observers with necessary skills and underscores the need for a common approach in implementing ODIHR's election observation methodology. As an initial step, the programme has focused on training short-term observers, but the Office has suggested new training to prepare long-term observers for their tasks and responsibilities.

Since the first training course for short-term election observers was held in November 2006, ODIHR has trained more than 100 observers during three further courses in Bishkek, Kyrgyzstan, in co-operation with the Training Section of the OSCE Secretariat and the OSCE Academy. Participants came from foreign ministries, non-governmental organizations, and central election commissions from 18 participating States. ODIHR intends to conduct two training courses for short-term observers and one for long-term observers annually, contingent upon extra-budgetary funding.

ODIHR recognizes the national efforts made by some participating States to offer in-depth training to their observers before deployment to the field. In addition to the extra-budgetary programme, ODIHR supports national efforts to train observers. It also strongly encourages participating States' efforts in this regard.

In 2007, members of ODIHR's Elections Department trained Austrian, German, Norwegian, and Russian observers to participate in future election missions. ODIHR also



GEMIS BUDEN

co-operated with national training centres such as the German Centre for International Peace Operations (ZIF), the Norwegian Centre for Human Rights (NORDEM), the Russian Diplomatic Academy, and the Austrian Study Center for Peace and Conflict Resolution (ASPR), as well as with the European Commission's Network of Europeans for Electoral and Democracy Support (NEEDS). The Office also provided training to domestic observers from Turkmenistan on international standards for democratic elections and ODIHR observation methodology.

These ad hoc training efforts complement ODIHR's extra-budgetary programme and contribute to strengthening consistency and common standards for election observation.

Staff at mission headquarters in Chisinau receive report forms faxed from observers in the field during local elections in Moldova on 3 June.



ERIC GOURBAN

Democratization

“[The participating States] recognize that pluralistic democracy and the rule of law are essential for ensuring respect for all human rights and fundamental freedoms, the development of human contacts and the resolution of other issues of a related humanitarian character.” — Copenhagen, 1990

Strengthening democratic institutions and processes is a key objective of most, if not all, ODIHR activities. Parliaments and institutions such as central election commissions and ombudsmen are fundamental both as recipients of technical assistance or expertise and as partners in implementing activities in support of human dimension commitments. ODIHR works in the same way with government structures, such as interior and justice ministries, and with a range of institutions tasked by the participating States with specific issues relating to the human dimension, such as the authorities responsible for civil registration on issues relating to the freedom of movement.

ODIHR has developed democratization assistance that focuses on longer-term programmes rather than short-term projects. It is based on an identification methodology that includes a needs assessment prior to undertaking activities. This ensures that the best use is made of the Organization's financial, human, and time resources.

Main Issues

- › **Upholding the rule of law:** OSCE commitments in the human dimension emphasize the importance of the rule of law for democratic development. Democracy needs the rule of law to ensure proper functioning of its institutions and procedures – most notably free and fair elections. On the other hand, the rule of law needs democracy to ensure legitimacy of laws and avoid situations where the law is turned into an instrument of oppression. To ensure obedience of, and equality before, the law, governments should lead by example. Their failure to do so erodes the legal order and undermines public trust in the government, the law, and justice.
- › **Democratic culture:** More than a decade of OSCE work in the area of democracy-building has underlined that democracy is more than institutions and laws. A true, functioning democracy also requires the compatibility of norms, rules, and traditions of a given society with a culture of seeking the common good through deliberation. It is only through such a culture of democratic processes that institutions will be able to function democratically both internally and in relation to one another.
- › **Promotion of gender equality and women's participation in democratic processes:** Lack of awareness of the importance of promoting gender equality on the part of the general public and among state structures is a primary barrier to promoting gender equality in the policy-making process. In many OSCE participating States, traditional patriarchal attitudes and behaviours prevail, while the general public does not consider these practices as discriminatory. This has a negative impact on the status of women, as well as on the choices and opportunities available to them, limiting their participation in, and contribution to, democratization processes. Throughout the OSCE area, women tend to be under-represented in all branches of government, as well as in political parties.
- › **Right to freedom of movement and free choice of place of residence:** Since the collapse of the Soviet Union and the subsequent changes in the political and economic situation, there has been a noticeable increase in migration in a number of countries in the region. This has been further amplified through full freedom of movement within the European Union, as well as through global migratory pressures. As people move, state institutions need information on their places of residence to ensure, for example, their rights to social and medical services,

access to employment and education, and participation in electoral processes. This information can be made available by modernizing existing, or developing new, population registration systems that do not restrict people's freedom of movement.

】 **Insufficient exposure to international legislative standards:** Governments and lawmakers in the OSCE region are not always fully aware of the consequences for the national legal system of the treaties, conventions, and other international instruments that they have ratified. Experience has shown that international human rights norms are not always properly interpreted or are insufficiently reflected in domestic legislation. This applies in particular to narrowly defined limitation clauses in human rights treaties.

】 **Inefficient and non-transparent legislative processes:** In many countries, there is insufficient awareness of the need to manage the legislative process in its entirety, as opposed to relying on fragmented rules and inadequately co-ordinated procedures. Often, laws are adopted without the involvement of those who will eventually be affected by the legislation. Or a law will be hastily adopted without first being evaluated at the drafting stage. More often than not, the result is ineffective legislation that fails to fulfil the purpose for which it was adopted and that, furthermore, necessitates frequent revisions that could put public confidence at risk.

Activities

In assisting participating States with institution-building, ODIHR's aim is to help governments become more responsive, responsible, and representative. It does this through programmes in the following five areas:

- 】 Rule of law;
- 】 Civil society and democratic governance;
- 】 Gender equality;
- 】 Migration/freedom of movement; and
- 】 Legislative support.

ODIHR organized a Human Dimension Seminar on "Effective Participation and Representation in Democratic Societies" in 2007. In addition, ODIHR followed up on its 2006 report *Common Responsibility: Commitments and Implementation* by contributing to the discussions at the Human Dimension Implementation Meeting on the newly introduced topic of separation of powers, a key to strengthening democratic governance.

I. Rule of law

Commitment to the rule of law encompasses not only adherence to existing legislation, but also fostering and maintaining institutions that ensure democratic law-making, protection of human rights, and proper administration of justice. ODIHR puts a special emphasis on strengthening that institutional framework.

ODIHR's activities may be grouped into three clusters: (1) supplying policy makers with the information and tools they need for reform and to ensure better implementation of OSCE commitments; (2) working with legal communities and other stakeholders to enhance their role in strengthening the rule of law; and (3) co-operating with OSCE field operations, international organizations, and other actors that promote the rule of law by sharing strategies, methodologies, and experiences.

Trial-monitoring

Trial-monitoring has been conducted by ODIHR and many of the OSCE's field operations. It is an important tool for collecting data on the functioning of the judicial system and on implementation of fair-trial standards. The findings gained through standardized, objective procedures provide information on shortcomings and needs, and help to identify priorities for policy makers and assistance-providers. Recommendations aim to improve the quality of administration of justice. Trial-monitoring is also an effective tool for observing the right to a fair trial in individual cases.

OSCE field operations, especially those in South-Eastern Europe, have a wealth of

experience in trial-monitoring, and ODIHR has been instrumental in ensuring that that expertise is shared across the Organization through periodic trial-monitoring co-ordination meetings.

As an outgrowth of these meetings and in an effort to collect, preserve, and share the OSCE's experience in the area of trial-monitoring, ODIHR developed a trial-monitoring reference manual that will be published in 2008. The manual synthesizes the best practices and lessons learned from the trial-monitoring programmes conducted by ODIHR and 12 OSCE field operations, including experiences from monitoring war-crimes trials. It provides a resource for practitioners developing or running trial-monitoring programmes. The aim of the manual is to enhance the quality of such programmes and thereby strengthen compliance with fair-trial standards in participating States.

Following the adoption of the law on the introduction of lay participation in criminal proceedings in Kazakhstan, ODIHR initiated a project in 2006 to monitor implementation of the law. Some 20 monitors were trained and then observed more than 30 jury trials throughout the country in 2007. Interim project reports, which were shared with the Supreme Court, contain a number of legislative, administrative, and organizational recommendations to improve the conduct of jury trials.

Supporting debate on legal policies and reforms

ODIHR supports debates on policies and reform issues that affect the implementation of OSCE commitments. In doing this, ODIHR utilizes one of its main institutional strengths: its mandate to work across the OSCE area and to facilitate the exchange of experiences between the participating States. ODIHR addresses topical issues, makes debates open and inclusive, and enriches discussions with diverse expert participation.

A workshop in Moscow in May on "Regulating Career Development and Professional Accountability of Judges" brought together high-ranking Russian judges and civil servants to discuss procedures for judicial appointments, promotion

criteria, judicial training institutions, disciplinary proceedings, and performance evaluation. Participants benefited from the experience of Dutch, French, Italian, Romanian, and Russian experts. The workshop was organized jointly with the United Nations Office on Drugs and Crime (UNODC) and the State Duma Committee to Combat Corruption.

In July, ODIHR, in co-operation with the American Bar Association's Rule of Law Initiative and the OSCE Mission to Bosnia and Herzegovina, organized a roundtable on "Retroactive Application of Criminal Law in War Crimes Cases". This meeting of more than 40 legal professionals and academics in Sarajevo focused on the implications of a recent Constitutional Court decision related to the retroactive application of current criminal law to war-crimes cases from the 1991-1995 conflict. The event emphasized the need to apply the same legal standards to war-crimes cases regardless of the court that tries them.

Zhazira Krykbayeva of the International Bureau for Human Rights and Rule of Law addresses a workshop for defence lawyers in jury trials in Almaty in March.



Anvar Kaliev, a lawyer from Almaty, addresses the jury during a mock trial at a workshop for defence lawyers in Almaty in March.



In August, ODIHR held its annual Summer School on Criminal Justice for Central Asia in Almaty. All Central Asian states were represented by legal practitioners, officials, and academics. The OSCE Centres in Astana, Dushanbe, and Ashgabat and the Project Coordinator in Uzbekistan funded participants from their respective countries. Experts from Russia, the United Kingdom, and Kazakhstan led the discussion on a variety of issues that are topical in Central Asia, including judicial authorization of arrest and jury trials. The debates deepened the participants' understanding of reform challenges and helped them to articulate their own ideas for positive change in criminal-justice systems.

Strengthening legal professionals

Institutional strength is rooted in the quality of personnel. The rule of law in any country relies on well-trained and professional lawyers, prosecutors, judges, and civil servants to uphold its tenets. Mindful of this fact, ODIHR supports and promotes legal education and training programmes that strengthen the capacity of legal professionals, focusing its limited resources on the areas where its assistance is requested or deemed practical.

The first jury trials held in Kazakhstan since being introduced in January 2007 showed that defence lawyers were not adequately prepared

to defend their cases in front of juries. ODIHR, together with the Union of Advocates of Kazakhstan, selected 26 criminal lawyers from different regions to participate in a four-day training course to improve their skills. At the training, held in March, experts from the Russian Federation addressed the main skills that lawyers need to effectively defend their clients in jury trials. Special emphasis was placed on examining witnesses and oral advocacy. The training included a mock trial with a real jury panel selected from the residents of Almaty. After the mock trial, participants analysed their successes and failures together with the trainers.

Armenia is facing an increasing number of requests for legal assistance from abroad, and its own prosecutors are often not sufficiently familiar with the procedure for requesting legal assistance from foreign countries. In response to a request from Armenia's Prosecutor-General's Office, ODIHR, in co-operation with the OSCE Office in Yerevan, the UNODC, and the Council of Europe, conducted a series of workshops in November on international co-operation in criminal matters. The training covered all practical aspects of legal assistance in criminal matters, including extradition, transfers of convicted persons, and transfers of criminal proceedings.



Kyrgyzstan's Judicial Training Centre requested support from the international community in 2007 to implement a law granting judges new powers. Together with other international partners, ODIHR contributed to a conference on "New Powers of Courts in the Kyrgyz Republic: Judicial Authorisation of Arrests and Other Criminal Procedural Measures", which was held at Lake Issyk-Kul in June. The participants — leading judges from throughout Kyrgyzstan — discussed various aspects related to the implementation of the law and learned about the experiences of other participating States, including Russia, Germany, Kazakhstan, and the United States. ODIHR experts highlighted possible difficulties with implementation of the law and proposed solutions to overcome them.

Prevention of torture

Anti-torture work remains prominent on ODIHR's agenda. Reports from OSCE field operations, as well as from governmental and non-governmental institutions, collected and analysed by ODIHR, indicate that torture and ill-treatment in custody continue to occur in a number of OSCE states. This underscores the need for comprehensive anti-torture strategies,

as well as for clear political will on the part of these states to take measures to prevent, effectively investigate, and adequately punish torture and ill-treatment.

In 2007, ODIHR developed a questionnaire on the causes and prevention of torture and ill-treatment in criminal-justice systems that was sent to all OSCE field operations to collect and document OSCE field experience in combating these phenomena, to identify systemic obstacles to torture prevention in criminal-justice systems, to pinpoint additional areas where ODIHR could support field operations in anti-torture activities, and to collect information on other initiatives and efforts in this field. ODIHR's current anti-torture work emphasizes the promotion and implementation of the Optional Protocol to the Convention against Torture (OPCAT), and provides targeted support to strengthen domestic monitoring programmes and capacities.

June marked the first anniversary of OPCAT's entry into force. This provided a new impetus for the creation of national preventive mechanisms to monitor places of detention, as many states parties were obliged to create, or take some significant steps towards the creation of, such

Alexander Rozentsvaig (left), member of the Almaty City Collegium of Advocates; Daniyar Kanafin (centre), member of the Almaty City Collegium of Advocates; and Associate Professor Richard Vogler of the University of Sussex take part in a panel discussion during the Summer School on Criminal Justice for Central Asia.

mechanisms within this time frame. ODIHR is following the implementation of OPCAT at the national level and collects information on implementing legislation and models of national preventive mechanisms.

In March, ODIHR held a one-day conference on the effective implementation of OPCAT in Georgia together with Penal Reform International, the Association for the Prevention of Torture, and the Global Initiative for Psychiatry, with the support of the European Union. Over 70 government officials, civil society representatives, and international experts discussed models for a Georgian national preventive mechanism, including policies for the recruitment and operation of such a monitoring body. This event was followed up by another meeting in Tbilisi in June to mark the first anniversary of OPCAT's entry into force.

In May, ODIHR's Anti-Torture Focal Point gave an overview of the possible powers, mandate, and model for a national preventive mechanism at a seminar in Kazakhstan. Participants debated the effectiveness of bodies in Kazakhstan that visit places of detention and put forward proposals to bring them into compliance with OPCAT standards.

The first session of the Subcommittee on the Prevention of Torture, the international monitoring mechanism created under the Protocol, also took place in 2007, and it commenced its programme of visits. ODIHR established contacts with this new body and continued to cooperate with other international anti-torture organizations. Most recently, ODIHR provided input for the UN Committee against Torture's General Comment on Article 2 of the UN Convention against Torture.

Exchanging assistance strategies

In encouraging and supporting compliance with OSCE commitments, ODIHR is attuned to the activities of OSCE field operations, international and bilateral organizations, and other assistance-providers in the OSCE region. ODIHR staff seek opportunities to exchange experiences

with these actors, to enrich ODIHR's professional acumen, to expand its expert network, and to share its expertise with others.

In 2007, ODIHR staff provided training at the Folke Bernadotte Academy in Sweden, contributed to the American Bar Association's World Justice Project Outreach Meeting in Prague, participated in a global conference on Building Coherent and Effective Rule of Law Programmes and Strategies organized by the Hague Institute for the Internationalisation of Law, and also participated in a regional conference on Strategies of Criminal Procedures in St. Petersburg, Russia.

II. Civil society and democratic governance

the fundamental aspect of civil society is the voluntary participation of citizens in community life — both local and national — either directly or through organizations or institutions. The extent to which this participation is transparent and effective is a measure of the quality of democratic governance within a country. Over the past fifteen years, ODIHR has sought to strengthen this participation in line with OSCE commitments.

ODIHR takes a comprehensive approach to strengthening democratic practices by working simultaneously with government institutions, civil society, and political structures. ODIHR's methodology addresses governance issues by supporting democratic practices, developing political parties, improving parliamentary practices, and by forming partnerships with think tanks.

Human dimension meetings in 2006 and 2007 provided opportunities for a critical assessment of this methodology, as well as a forum to discuss results and to share lessons learned, including from OSCE field operations.

Supporting political parties

The effective representation of citizens requires responsive political parties. Political parties are indispensable instruments in democratic

societies for aggregating and representing citizens' interests and priorities in a common policy platform.

In 2006, ODIHR completed piloting a methodology for developing a capacity for critical self-assessment within political parties in order to strategize their development more effectively. It engaged all of Georgia's six main political parties; a leading Tbilisi think tank, the Caucasus Institute for Peace, Development and Democracy (CIPDD); and the Netherlands Institute for Multi-party Democracy (NIMD) in a joint interactive assessment project.

As follow-up throughout 2007, ODIHR implemented a multifaceted programme of activities requested by the parties themselves, including a series of tailor-made workshops on strengthening local party leadership, strategic planning, party funding, and training for a cross-party cadre of trainers. These events also provided an opportunity to share international experiences, with European experts playing an important role in the discussions.

The programme included the first steps towards developing a Georgian version of the interactive web-based tool VoteMatch.¹ Intended to assist voters in making better-informed choices at election time, the proposed development of VoteMatch provided another impetus for the parties to develop clearer and more consistent platforms.

Other activities were aimed at stimulating inter-party dialogue at the highest level. With a number of party leaders participating in the 2007 Human Dimension Seminar in Warsaw in May, for example, ODIHR used the opportunity to organize an event on constitutional reform in Georgia. Leading international experts contributed to the discussions. Several party leaders also took part in a networking exercise at the Partnership Days of the NIMD in October. As a result of these exercises, the parties identified

priorities for common action. One direct outcome of these exercises was the parties' shared will in developing the Georgian version of VoteMatch.

Through a consistent multi-party approach, opposing parties have become aware of their common cause in building an effective political party framework together, which could form a valuable foundation in times of political upheavals.

Throughout 2007, ODIHR carried out assessment visits to several other participating States to evaluate whether the conditions exist for expanding its political party programme.

Providing parliamentary assistance

In a move to support domestic efforts to reform and strengthen parliamentary practices in Georgia, ODIHR entered into a partnership with the Georgian Parliament, as well as with the OSCE Mission to Georgia, to create the Centre for Parliamentary Reform. Based within the parliament and staffed by Georgian experts, the Centre's main task is to formulate parliamentary reform strategies and to keep the parliamentary leadership abreast of reform initiatives. Sponsored by ODIHR, the Centre is fully run by the Parliament in order to ensure that the reform process is genuinely locally owned.

From March through May 2007, under the direction of the OSCE Mission to Georgia and ODIHR, the capacity of the Centre was further strengthened by in-house coaching and training to improve the efficiency of its own management and its communications within Parliament and with other institutions and organizations.

ODIHR co-ordinated a 10-day internship for the Centre's staff in Kosovo jointly with the OSCE Mission in Kosovo's Assembly Support Initiative. The experience greatly enhanced the staff's expertise in donor co-ordination and underscored the valuable experiences the OSCE can share between its field operations.

With the backing of ODIHR and the OSCE Mission to Georgia, the Centre also carried

A booklet about effective participation and representation in democratic societies.



¹ VoteMatch was created by the Amsterdam-based Institute for Politics and Public Participation more than a decade ago and has since been successfully introduced in Germany, Switzerland, and Bulgaria.

out a quantitative needs analysis for the Parliament, focusing in particular on communication and equipment. This exercise resulted in a publication that was distributed and discussed in a series of working sessions with parliamentary staff, members of parliament, and donors to tailor future assistance programmes. Through its publications, monthly donor co-ordination meetings, and its weekly briefings to the Parliament's leadership, the Centre has established itself as the Georgian Parliament's main communication channel between international donors and the parliamentary leadership in matters of reform.

Throughout 2007, ODIHR continued to co-operate closely with OSCE field operations in South-Eastern Europe in the area of parliamentary assistance, in particular with regard to public participation and access, improving internal organization and procedures, developing the role and capacity of standing committees, and assisting national parliaments in the co-ordination of donor efforts. In addition to fostering co-operation and exchange of experiences in South-Eastern Europe, ODIHR actively supports the use of experts from these field operations in other parts of the OSCE region.

In the former Yugoslav Republic of Macedonia, for example, ODIHR assisted the OSCE Spillover Monitor Mission to Skopje in carrying out a qualitative needs assessment of the Parliament's research and analysis capacities. The purpose of this assessment, which was carried out by a parliamentary expert from the OSCE Presence in Albania, was to present a range of options available in establishing a parliamentary analysis service, one of the key instruments for increasing the quality of legislation and for empowering deputies.

Building local capacity for political analysis

One of the fundamental elements of sound democratic governance is a broad and well-informed public debate on government policies. Such a debate can only be effective if participants (such as journalists, politicians, and academics, as well as the public at large) have the necessary

information at their disposal. Debates serve a number of purposes that are crucial for the proper functioning of a democratic society: 1) they provide oversight of government and careful scrutiny of its proposals; 2) input from the public, both expert and non-expert, improves the quality of policies and the policy-making process; and 3) policies developed through a consultative process are easier to implement as a result of the greater sense of ownership.

Such informed debates on public policies are only effective if the policies are subject to expert comment; discussions are conducted in an appropriate manner; and the resulting information, comments, and feedback are properly processed. This complex mechanism involves many actors such as government, parliament, administration, media, interest groups, institutes of learning, and the public itself. Professional policy think tanks have a role in facilitating and contributing to this debate. The role of think tanks and of political science is still weak in a number of OSCE participating States, leaving the government as the sole policy-making and policy-discussion institution. Political science by its very nature has a critical function: to assess political reality.

In an effort to strengthen democratic governance through public debate and professional analysis, ODIHR co-operated closely with the Institute for Public Policy in Bishkek throughout 2006 and 2007.

ODIHR assisted the Institute in updating and publicizing its website, a factor in increasing its own public profile, as well as that of the role of independent analysts in the policy debate. The Institute's 53 policy reports on domestic politics, foreign policy, and economics are now available on the website. The profile of the Institute and think tanks in general has increased and expert comment and advice is increasingly being sought by the media, as well as by government officials.

ODIHR is currently seeking to expand and diversify the base of political think tanks in Kyrgyzstan by brokering partnerships with experienced young actors in this field to ensure greater

plurality of opinion and to broaden the reach of public debate throughout Kyrgyzstan.

III. Gender equality

As a vital part of its democracy-building agenda, ODIHR works to foster women's participation in governance structures and promotes equality of rights and opportunities among women and men in political and public life. These efforts are designed to counter recurrent trends in many of the OSCE participating States, where women tend to be significantly underrepresented in decision-making fora. ODIHR has been addressing this issue by developing platforms for interaction between civil society and governments and by supporting mechanisms for integrating gender expertise into government policies. ODIHR supports collaboration among women's networks in the South Caucasus, Central Asia, and Eastern and South-Eastern Europe in order to promote women's political participation and an increased role in decision-making processes.

ODIHR has been implementing a multi-year programme aimed at increasing the participation of women in democratic governance. Activities focus on fostering women's leadership, political participation, and coalition-building among women's NGOs to enable them to promote awareness of gender equality and foster the policy reforms necessary for combating gender-based discrimination in all areas of public and private life. Programme activities also contribute to developing a greater capacity of state structures to promote gender-sensitive policy-making. Examples include training-of-trainers workshops on gender equality and women's rights, capacity-building seminars for women's NGOs and networks, providing assistance in developing expertise within state institutions for the promotion of gender equality, and providing training for state structures and NGOs in preventing and combating violence against women.

Strengthening women's organizations and networks

In order to promote reforms aimed at increasing the representation of women in governance structures, women from grassroots and national civil society organizations need to be strong leaders and actively participate in public life, including through effective advocacy and lobbying for legislative and policy changes.

ODIHR conducts activities in the field of women's leadership development in order to provide assistance to strengthen new and existing women's networks and coalitions. ODIHR initiatives in this field are designed to provide support to these groups in policy analysis, project development, advocacy and public information/media campaigns for promoting gender equality and combating domestic violence.

In Kyrgyzstan, the Regional Women's Network — established with ODIHR support — continues to foster women's leadership and to promote opportunities for women to participate in decision-making processes at the local level. In 2007, ODIHR continued to provide expertise and funding to the Network to develop initiatives in monitoring local media outlets to assess the quality of gender-sensitive reporting and the development of public information campaigns on gender equality in the decision-making process. These activities served as an important factor in mobilizing women across the civil society sector to advocate for special measures in the Constitution and the Election Code that would ensure a substantial increase in the representation of women in parliament. After constitutional reforms brought early parliamentary elections and changes to the Election Code that ensured women candidates higher positions on party lists (every fourth position is required to be of a different gender), ODIHR provided expertise to the Network in support of wide-scale voter-education activities for women in rural areas, as well as training workshops for promoting women's leadership and political participation in all regions of the country.

In Georgia, ODIHR continues to assist the Women's NGO Coalition in developing its

capacity to advance women's political participation and foster policy measures for equality of rights and opportunities among women and men. Throughout 2007, ODIHR provided expert assistance to the Coalition to reform its internal working structure and continued to assist in the process of registering the coalition as a legal entity with the participation of all of its currently active members. In addition, ODIHR conducted several workshops for the Coalition on strategies for developing public information/media campaigns on gender equality.

Increasing women's political participation and access to decision-making

ODIHR focuses on the development of sustainable strategies for strengthening women's leadership and co-operation between civil society and government in promoting gender equality. By supporting co-operation between civil society representatives and elected officials at the national and local levels, ODIHR aims to enhance advocacy and other mechanisms for increased access and participation of women in policy-making processes. Similar initiatives are also being designed to foster increased interaction among civil society and political parties in order to promote opportunities for women's advancement within political party structures and in government.

In Armenia, for example, ODIHR provided expertise and financial assistance to the Association of Armenian Women with University Education to conduct a series of training workshops on political and civil rights, public participation, political party development, and electoral issues

for women members of political parties and active members of civil society organizations in order to increase women's political participation in the parliamentary elections in May. Programme activities, conducted by the Association in conjunction with experts from the Armenian National Assembly and leading political parties, served to provide opportunities for information-sharing and dialogue among women members of various political parties, as well as with women who are active in civil society. In addition, training seminars were organized for women from various political parties on political campaigning and programme development methodologies, as well as on existing international commitments and standards in promoting democratic electoral practices and women's participation in political processes.

In Kyrgyzstan, ODIHR provided expertise and technical assistance to its main civil society partner, the Agency for Social Technologies, and to the Regional Women's Network in developing a multifaceted lobbying campaign to support women's political participation. Activities focused, in particular, on awareness-raising among current members of parliament on the importance of special electoral measures for increasing women's political participation and engaging with legislators in a direct dialogue on including such measures in the Election Code. As a direct result of this activity, the draft law on amendments to the Election Code includes specific provisions that ensure equal representation of women and men on political party lists. In addition, strategically designed media campaign activities, including special actions outside Parliament, participation in parliamentary hearings, press conferences, meetings with members of parliament, and effective media outreach, successfully prevented legislative changes that would have legalized polygamy in Kyrgyzstan.

Combating domestic violence

In many parts of the OSCE region, state authorities often lack the necessary expertise, capacity, or political will to prevent and prosecute cases of domestic violence. This situation is



Azeri police officers discuss domestic violence at a training course at the police academy in Baku.

Tiina Ilsen (centre), Head of ODIHR's Gender Unit, with participants at a workshop on women's leadership and participation.



particularly prevalent in those countries where domestic violence is traditionally viewed as a private issue, and where no legal measures exist for prosecuting perpetrators and protecting victims. Since the adoption of the revised OSCE Action Plan for the Promotion of Gender Equality in 2004, ODIHR has reinforced its activities in the field of preventing and combating domestic violence with a special focus on strengthening the awareness and capacity of state structures and civil-society organizations to effectively prevent domestic violence, prosecute perpetrators, and address victims' needs.

ODIHR's approach to this work is based on three key areas: sensitization of law enforcement agencies towards the issue as a crime; building the capacity of law enforcement authorities to play an effective role in preventing and combating domestic violence; and promoting cooperation between law enforcement bodies and NGOs on strategies and measures to prevent and combat this crime.

Since 2003, ODIHR has been working closely with police and women's NGOs in Azerbaijan and Georgia to assist them in building a sound legal framework and necessary law enforcement capacity to prevent and combat domestic

violence. In 2007 in Azerbaijan, ODIHR continued to provide assistance in training regional police representatives on the role of the police and methods for preventing and prosecuting cases of domestic violence. In addition, ODIHR supported the development and piloting of the first training course on preventing and combating domestic violence, which was included in the curriculum of the Baku Police Academy.

Following this training, ODIHR, in partnership with the Austrian Federal Police, organized a training-of-trainers workshop for teachers at the Baku Police Academy and representatives of Symmetria at the Vienna Police Academy in order to familiarize them with the curriculum and teaching methods used. In addition to the skills gained, the relations formed between Azerbaijani police officers and Symmetria resulted in a joint effort with the Ministry of Interior for the establishment of an intervention centre for victims of domestic violence.

In Georgia, ODIHR continued to provide expert assistance and funding to the Anti-Violence Network of Georgia, which unites local women's-rights activists and the representatives of local self-government bodies from rural areas, to organize training on the implementation of



Participants from regional networks in Azerbaijan and Kyrgyzstan attend a workshop on women's leadership in Bishkek in April.

the Law on Protection of Victims of Domestic Violence, adopted by Georgia's Parliament in May 2006. Overall, some 150 police officers took part in the training. In addition, ODIHR continued to assist the Network in operating a crisis centre and a shelter for victims of domestic violence. This included provision of expert assistance on methods of victim rehabilitation and the development of legislative initiatives related to victim protection and rehabilitation issues.

In Ukraine, ODIHR, jointly with the OSCE Office of the Project Co-ordinator in Ukraine, conducted the first training workshop on the role of police in preventing and combating domestic violence with experts from the Austrian Federal Police for the heads of precinct police from all 27 territorial units of Ukraine. The aim of the training workshop was to give senior Ukrainian police officers insights into the problem of domestic violence against women and children, to raise their awareness of this issue, and to develop solutions on their own concerning the improvement of police work and means of combating domestic violence in practice.

Developing effective national institutions to mainstream gender equality into policy-making

ODIHR promotes the development of state institutions that are specifically mandated to promote gender equality within the executive or legislative branches of the national government. The effective functioning of such agencies is central to the development, implementation, and monitoring of state legislation and policies on gender equality. The 1995 Beijing Platform for Action points out that the main task of national mechanisms is to support government-wide mainstreaming of a gender-equality perspective in all policy areas. They are also mandated to encourage the active involvement of a broad range of institutional actors in the public, private, and voluntary sectors to work for equality between women and men and to promote and establish co-operative relations with relevant branches of government, NGOs, academic and educational institutions, the private sector, and the media.

In many countries in transition, particularly in the South Caucasus and Central Asia, such

agencies were established following the Fourth World Conference on Women in 1995, but they have faced significant constraints in performing their tasks. Challenges include marginalization in national government structures; insufficient support from national political leadership; dependence on donor funding, and the accompanying implication that gender-equality issues are a foreign import; unclear and weak mandates; and a lack of adequate staff, expertise, and resources.

ODIHR undertakes initiatives to help strengthen such national structures through activities aimed at developing expertise, transparency, and accountability in their work. Assistance includes support in organizing staff training on women's rights, gender-sensitive policy planning, gender-budgeting, and outreach to civil society partners and think tanks to promote wider public input into their activities.

In Ukraine, ODIHR conducted a number of capacity-building workshops in 2007 for elected women officials in municipalities on integrating gender aspects into local policy-making, and it assisted representatives of local government bodies in the Chernivtsi, Kirovohrad, and Zaporizhzhya regions to develop action plans for promoting gender-equality measures in the policy-making process. The development of these action plans involves a broad range of local stakeholders from elected officials from various political parties to local civil society experts and is designed to identify action necessary for gender-mainstreaming of locally developed public policies.

Furthermore, ODIHR provides governments with advice on the development of state policies and national action plans on gender equality. In 2006-2007, upon a request from the Unit for Gender Equality of the Ministry of Labour and Social Affairs of the former Yugoslav Republic of Macedonia, ODIHR provided expert guidance on international standards and best practices for developing a national action plan on gender equality.

Integration of gender-equality studies in national education curricula

In 2007, ODIHR continued to provide assistance in promoting education on gender-equality issues in Armenia. ODIHR, in co-operation with the Association of Women with University Education, provided expertise and financial support for the teaching of gender-equality courses in more than 30 high schools and 10 universities in Yerevan and in nine regions of the country. In addition, ODIHR initiated a review of the high-school curriculum on civic education and will provide further expertise on the gender-mainstreaming of this curriculum in 2008.

In the former Yugoslav Republic of Macedonia, ODIHR supported the organization of a two-week course at the International Summer University in Bitola in July on gender, ethnicity, and democracy, which brought together more than 20 representatives of various universities from across the country and members of civil society organizations from all Balkan countries.

IV. Migration/freedom of movement

increased population mobility has become one of the main characteristics of modern societies. As people move both within their countries and between countries, migration patterns are becoming ever more complex. Regulated migration can be a positive factor in economic and social development for both host and home countries and can contribute to increased understanding among cultures and to democratization trends.

OSCE participating States have undertaken a number of important commitments to create conditions to facilitate the movement of people across borders, as well as within their own countries, and to protect the human rights of migrants.

A number of OSCE participating States have taken steps to accommodate waves of migrants in recent years, though sometimes the necessary policy and legal frameworks for their protection are not yet in place.

Notwithstanding the efforts of ODIHR and its many partners, there remain serious obstacles

Participants discuss migration at a conference on new immigration legislation in the Russian Federation held in Moscow in December.



to protecting the human rights of migrants in the OSCE region. Restrictions still exist in many places on the movement of citizens within their own country and between countries, while the lack of information on migration laws and the policies of other participating States pose a challenge to citizens and governments alike. Moreover, misconceptions persist throughout the OSCE region regarding the impact of migrants, and there is a limited understanding of the benefits of migration.

Internal migration

Assistance in reforming population registration systems and related areas

The Soviet-era population registration system known as *propiska* is still applied — though often under a different name but with minor changes in registration procedures — in a number of countries in Eastern Europe and Central Asia. This system imposes legal and administrative restrictions on the freedom of movement and the choice of place of residence. These restrictions violate both domestic and international laws and contravene the fundamental rights to freedom of movement and choice of place of residence enshrined in OSCE commitments.

Under this system, anyone wishing to change their place of residence within their country is required to obtain written permission from the state authorities to do so; otherwise, access to state services, even the right to work or to enrol in a school or institution of higher education, could be denied.

Other participating States are modernizing their population registration systems in order to keep track of demographic data and population movements or to improve the quality of citizen identification documents. The creation of modern and politically independent population registration systems can have an impact on the transparency of electoral systems by facilitating the compilation of accurate voter registers.

ODIHR provides assistance in developing a conceptual and legal basis for the reform of population registration systems, and offers expertise in drafting concepts, laws, and regulations.

In Ukraine, ODIHR published a practical commentary on the Law on Freedom of Movement and Free Choice of Place of Residence, which will be presented in 2008 to officials, experts, and NGOs dealing with the implementation of the law.



Participants at a Moscow conference on new immigration legislation in the Russian Federation.

In co-operation with the OSCE Presence in Albania, ODIHR assisted the Albanian Government with its planning of the modernization of the population registration and address systems. The resulting planning document provided the basis for a technical-assistance project by the OSCE Presence that started in 2007 and will continue into 2009.

In Azerbaijan, ODIHR conducted an expert evaluation of the amendments to existing legislation and the concept for reforming the civil registration system and creating a civil registry database.

While many newly independent states in the OSCE region have established national legislation on citizenship and related procedures, many governments are still addressing these issues, sometimes in such a way that people are left without proper identity and travel documents.

In Kyrgyzstan, ODIHR continued providing assistance for the development of new legislation on citizenship. In 2006, the Office supported the establishment of a working group comprised of members of parliament, as well as lawyers from state institutions, parliament, civil society and the National University, to develop legislation on citizenship. The final draft of the law,

developed by the working group, was adopted by the Parliament in May. The new law provides for a common, non-discriminatory, and simplified procedure for granting Kyrgyz citizenship and could contribute to reducing the number of stateless people in the country.

Cross-border migration

Promoting interstate co-operation on labour migration and integration of migrants into host societies

Strong economic growth and changes to demographic structures have led to labour shortages in some OSCE participating States, while others are experiencing high levels of unemployment. As a result, migration has become a significant social and economic phenomenon in the OSCE region. There is a need for redoubled efforts on the part of both sending and receiving countries in order to reap the benefits of this process.

In 2007, the Russian Federation and Kazakhstan continued to be the main destination countries in the post-Soviet area for migrant workers, mostly citizens of neighbouring countries, including a growing number from Central Asia. Many of these people are irregular migrants, unable to obtain registration and rights to legal employment due to existing regulations.

In the Russian Federation, ODIHR, in cooperation with the International Organization for Migration, continued providing expertise to migration authorities, in particular since new migration legislation came into force in January. A survey was carried out in 2006 to identify possible challenges related to the implementation of the new legislation, and recommendations for improvements were made. The results of the survey were presented at a workshop in Moscow at the end of 2007.

V. Legislative support

Most countries, including those in the OSCE region, face the task of drafting and adopting legislation on a regular basis. This entails translating policies into practice by ensuring that the laws passed measure up to the purposes for which they were conceived. One of the considerations to be taken into account when drafting and adopting legislation is compliance with relevant international standards. For this to be ensured, laws must be prepared, drafted, adopted, and published through clearly defined stages and within a pre-determined time frame. Only such a properly managed process allows for thorough discussions of the draft at each of its steps, as well as the performance of certain

verifications indispensable to ensuring the effectiveness of the legislation. Ultimately, the real test of a law's effectiveness is its implementation: how it is treated by law enforcement, how it is interpreted by the courts, how it is respected or implemented by the target population.

In lending support to OSCE states in the development of sound legislation, ODIHR first focuses on helping lawmakers draft legislation that complies with the relevant international standards on a particular issue in all areas of the human dimension. During the law-drafting stage, ODIHR experts provide advice on how to ensure that international standards are properly reflected, while also sharing experiences and practices from other countries that have dealt with similar issues.

Drafting a good law, however, is only half the work. Experience has shown that the most effective and efficient laws are the result of a legislative process that is composed of several stages such as policy analysis, a regulatory impact assessment, evaluation of draft legislation before it is adopted, gathering input from those who will be affected by the legislation, and monitoring how the legislation is implemented.

ODIHR's provision of assistance to OSCE participating States on individual laws has revealed common problems in the management of the law-making system. The same weaknesses tend to re-emerge time and again, suggesting that, rather than addressing them on an individual basis, law by law, the focus should be on addressing the underlying causes. Therefore, in addition to providing advice on the substantive drafting of legislation, the Office also assists states in the development of effective, open, and transparent legislative processes.

Strengthening capacity for legislative reform

Legislative reform is high on domestic agendas throughout the OSCE region. Whether as a result of a commitment to meet international standards or as a reaction to emerging domestic or international issues and challenges, existing laws are continually being assessed, reviewed, and revised, and new laws are being drafted and

Assessment Methodology

There are three main aspects to every assessment. First, an assessment should be comprehensive, covering the entirety of the process by which legislation is prepared, drafted, discussed, adopted, published, communicated, and evaluated. Second, it should describe the system both on paper and in practice. Finally, it should be objective and sufficiently detailed to support credible recommendations for reform.

An assessment is a three-stage process. An initial on-site visit aims to ascertain the level of interest or support on the part of the relevant state authorities and to gather preliminary data on the legislative system, which is then followed by the preparation of a preliminary report giving a description of the key features of the legislative system. A second visit is conducted to interview senior members of government, parliament, civil servants, legal professionals, and non-governmental organizations on the basis of questionnaires sent in advance. The third and final stage involves the preparation of a report that provides an overview of the existing procedures and practices, an assessment of those procedures and practices, and recommendations for addressing any shortcomings identified.

An assessment is expected to act as a catalyst for reform. Whether it achieves this depends, of course, on the response of national decision-makers. If there is support for reform, then ODIHR's approach is to insist that the reform process be home-grown, comprehensive, and properly integrated.

adopted. In many cases, however, the structures or procedures needed to produce effective legislation do not evolve in a commensurate manner. Obstacles to good law-making emerge when a new issue is being dealt with for the first time and when expertise is not readily available. In other cases, expertise is available, but the failure to plan adequately results in a hasty process that fails to include civil society.

Upon request, ODIHR lends assistance to states to make up part of this capacity gap. This primarily consists of providing legal expertise to assess compliance with relevant standards, making recommendations to improve draft legislation, and sharing good practices that may help law drafters explore options other than those originally considered. In terms of sharing good practices, ODIHR's legislative database (www.legislationline.org) is a widely used tool for all those involved in legislative reform. When providing assistance on specific laws, ODIHR takes the opportunity to make recommendations on the legislative process itself.

ODIHR provides direct assistance to lawmakers *while the legislative process is under way*. ODIHR experts work closely with local actors and make constructive recommendations that take into consideration the specifics of the domestic legal system.

Assistance does not, however, end at the law-drafting stage. Due attention is given to following up on recommendations both to clarify them for legislators and other relevant parties and, if necessary, to help incorporate them into the draft legislation under consideration. Such follow-up may take the form of conducting consultations with authorities and holding roundtable discussions on draft legislation. In May, for example, ODIHR took part in roundtable discussions in Chisinau on the draft Law on Political Parties. These discussions were organized within the framework of the Joint Project of the Council of Europe and the European Commission against Corruption, Money Laundering and Terrorist Financing in the Republic of Moldova. ODIHR's comments on that draft served as one of the bases for the discussions. The roundtable

provided the drafters, stakeholders, and representatives of the international community, including ODIHR, with an opportunity to present their views and comments and address any contentious issues. A number of suggestions for improvement of the draft law made by ODIHR were eventually taken into consideration by the authorities.

While ODIHR uses this approach in all OSCE participating States, special efforts have been made within the framework of a joint programme with the European Commission with regard to Central Asia, where the work of legislators is often impeded by the scarcity of legal resources. The programme's priorities included closely following legislative developments in the region, improving access to legal information, ensuring follow-up on ODIHR recommendations, and promoting local networks of legal expertise. A legislative assistance co-ordinator for Central Asia was appointed to increase ODIHR's capacity in these areas and to mobilize the relevant expertise to fulfil these objectives.

When addressing issues of relevance to lawmakers in a number of OSCE participating States, ODIHR may consider alternatives to providing expertise on individual laws. One option is to offer expertise through the drafting of guidelines aimed at informing those responsible for drafting legislation about the development and requirements of international law on the topic considered. Guidelines may include examples of national legislation illustrating various means of satisfying the requirements of international law.

In 2005, it became apparent that too little guidance was available to legislators and other stakeholders on modes for regulating the exercise of freedom of peaceful assembly at the national level. Simultaneously, a number of states were in the process of developing or amending legislation on the subject. Therefore, ODIHR developed guidelines to serve as a reference document for drafting, reviewing, and monitoring the implementation of legislation on freedom of assembly that were published in 2007 in both English and Russian. The panel of experts that

drafted the guidelines is now responsible for updating them, and is also expected to offer its expertise to OSCE participating States wishing to introduce or improve existing laws and regulations in this area.

Improving legislative efficiency and transparency

Experience has shown that the most effective and efficient laws are the result of a clearly structured multi-phase legislative process. A piece of legislation usually begins with an analysis of the proposed policy, combined with, or followed by, an assessment of the potential impact of the legislation (including its financial impact). Subsequently, a legislative agenda and timetables are developed to ensure that adequate time is provided for the preparation of various legislative stages. The legislation is drafted in accordance with pre-established work plans and following standardized drafting techniques. Efficient and transparent procedures for co-ordination and consultation are in place. In particular, those who will be affected by the legislation — interest groups, NGOs, the public — are given ready access to the draft law and ample opportunity to

comment on it. Finally, once the law is passed and enacted, its functioning and effectiveness are monitored and assessed on a regular basis.

While reviewing individual pieces of legislation, ODIHR has found that some or all of these stages are missing or not properly regulated or conducted in the legislative processes of countries undergoing political transition or conducting major legislative reforms, resulting in inefficient legislative processes that lack transparency. ODIHR also noted that the same weaknesses were being encountered repeatedly, which suggests the need to address the underlying causes.

Therefore, ODIHR developed a pilot methodology to support domestic initiatives aimed at making the legislative process more efficient, open, and transparent. The point of departure is that any technical-assistance scheme needs to be preceded by an assessment of the legislative process. The assessment phase aims to ensure that any assistance provided is based on actual needs and provides a basis for effective co-ordination of the international community's efforts. This methodology was consolidated in 2006 and 2007 on the basis of experiences with the first such assessment conducted in Georgia in 2005.

In addition to support of election legislation or legislation ensuring the implementation of human rights standards, such as freedom of religion or belief, ODIHR provided legislative reviews and legal commentaries on the following:

Azerbaijan	Law on Freedom of Assembly (revision)
Belarus	Draft Law of the Republic on Public Opinion Polling
Kazakhstan	<ul style="list-style-type: none"> • Draft Law of the Republic on Amendments to Selected Legislative Acts Concerning Arrest as a Preventive Measure • Legislation Concerning Labour Activity Undertaken by Foreign Citizens on the Territory of the Republic of Kazakhstan • Amendments to the Constitution of Kazakhstan
Moldova	<ul style="list-style-type: none"> • Draft Law on Political Parties • Draft Law on Assemblies
Montenegro	Draft Constitution of Montenegro
Tajikistan	Draft Law on Civil Society Organizations (Associations), as revised
Turkmenistan	Law on Migration, as revised
Ukraine	Draft Law on Civil Society Organizations
Former Yugoslav Republic of Macedonia	Proposal for the Adoption of the Law on the Legal Status of Churches, Religious Communities, and Religious Groups (Advisory Council of the ODIHR Panel on Freedom of Religion or Belief)

Follow-up activities are currently under discussion with Georgia's Justice Ministry, and ODIHR has further updated its assessment report for Georgia. An assessment was conducted in the former Yugoslav Republic of Macedonia in 2007 upon the request of the authorities. A report was presented in December. Follow-up activities to support the recommendations in the report are planned for 2008. An assessment is planned for 2008 in Moldova, following amendments to the parliamentary rules of procedure made in 2007.



ODIHR's legislative database, Legislationline, is available at www.legislationline.org.

[Improving legislationline.org](http://www.legislationline.org)

Legislationline (www.legislationline.org) is a free-of-charge online legislative database that was created in 2002 to assist OSCE participating States in bringing their legislation into line with relevant international human rights standards. The database was designed to assist those who prepare and draft laws at the working level. Through *Legislationline*, they can obtain examples and options from other countries' legislation that can help them make their own choices. The activities involved in maintaining the database not only benefit lawmakers but also permit ODIHR experts to observe patterns in legislative activity and identify good practices.

As a reference tool for a variety of users, it is the most comprehensive database on legislation related to more than a dozen human dimension issues such as human trafficking, elections, and citizenship.

The website went through an overhaul in 2006 and 2007, resulting in a comprehensive update of a number of topics, including trafficking in human beings, terrorism, freedom of information, and NGOs. A search engine for all of ODIHR's legal assessments was added, and the entire site was translated, and is now maintained, in Russian. Systematic efforts were made in 2007 to collect and post domestic legislation and international texts in Russian.

Human Rights

“Human rights and fundamental freedoms are the birthright of all human beings, are inalienable and are guaranteed by law. Their protection and promotion is the first responsibility of government.”
— Charter of Paris for a New Europe, 1990

In order to help participating States fulfil their obligations to protect and promote human rights and fundamental freedoms, ODIHR monitors and assesses implementation of, and compliance with, human rights commitments, and also provides expert advice and assistance, including training and capacity-building.

ODIHR's human rights programmes have three main activities in common:

- 】 Collecting information, monitoring, and reporting on the implementation of commitments;
- 】 Supporting the implementation of commitments; and
- 】 Addressing key human rights issues in the OSCE region.

Main Issues

Participating States have made extensive and detailed commitments in the areas of human rights and the rule of law. The effective implementation of these commitments remains a challenge, in many areas, and for all states. Consequently, they have created a number of specific OSCE instruments to monitor these commitments and to assist them in this regard, including the work of institutions like ODIHR. In co-operation with numerous partners, governments, civil society, and international organizations, ODIHR has developed specific tools to fulfil its mandate, as well as detailed tasks from the participating States. Areas of specific focus include the following:

】 **Threats to fundamental freedoms:** Effective implementation of commitments not only implies the existence of strong institutions and guarantees for a vibrant civil society, but also the necessary political will. Participating States

have committed to fight terrorism and extremism in full respect of human rights, fundamental freedoms, and the rule of law. In some countries, this fight is being used as a pretext to reinforce the power of the authorities and to restrict human rights. Also, non-governmental organizations, including human rights defenders, face a variety of obstacles while trying to conduct their activities, including restrictions on their freedoms of association and assembly.

】 **Protection of human rights in the fight against terrorism:** International efforts to combat terrorism are in some cases jeopardizing fundamental human rights, while certain counter-terrorism efforts have led to violations of human rights, including OSCE commitments. For example, individuals and rights groups have raised concerns about the protection of the rights of terrorist suspects being transferred from one state to another. The practices of irregular rendition and the use of secret detention centres and holding suspects in detention indefinitely without charge pose clear threats to human rights.

】 **Death penalty:** Participating States have committed to keeping the question of capital punishment under consideration and to exchanging information on abolition of the death penalty. Some of the participating States that retain the death penalty continue to treat information on capital punishment as a state secret, and the level of public discourse on the use of the death penalty is often limited. OSCE commitments and international human rights law place a number of safeguards on the use of the death penalty, such as the requirement to ensure that trials leading to the imposition of the death penalty comply with national and international fair-trial standards. Concerns remain about the imposition of the death penalty following trials that fail to comply with fair-trial standards.

】 **Trafficking in human beings:** For the fight against trafficking in human beings to be effective, multidimensional efforts are needed, including protection of victims and the provision of assistance to them. While there have been increased efforts to combat trafficking for sexual exploitation, there has also been an increase in trafficking for the purposes of labour exploitation. In this regard, a number of states have been slow to respond, thus contributing to the failure to ensure the rights of trafficked persons to justice and protection.

】 **Human rights and the armed forces:** Armed forces personnel are entitled to the same rights and freedoms as all other people, subject to certain limitations imposed by military life. However, the extent to which they are able to enjoy their human rights and fundamental freedoms differs significantly across the OSCE region. This may be due to restrictions on the exercise of certain rights, or it may also be due to the existence of legislative and regulatory shortcomings and the lack of appropriate control mechanisms for the protection and enforcement of these rights.

】 **Human rights, women and security:** While OSCE participating States recognize that the promotion of gender equality contributes to a comprehensive approach to security, there is generally insufficient consideration of women's rights and gender aspects in security-related areas of concern, such as in the development of strategies for conflict prevention and conflict early-warning indicators, and in security-sector reform. In keeping with United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325), women's equal participation in decision-making with regard to conflict prevention, conflict resolution, and gender-mainstreaming is vital for maintaining and promoting peace and security. The implementation of UNSCR 1325 varies within the OSCE region — so far, only a small number of participating States have developed national strategies for its implementation.

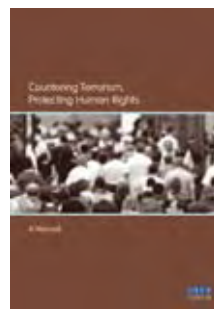
Activities

In 2007, ODIHR conducted activities under the following programmes:

- 】 Human rights and anti-terrorism;
- 】 Human rights training and education;
- 】 Human rights and the armed forces;
- 】 Monitoring compliance with human dimension commitments;
- 】 Support for human rights defenders and national human rights institutions;
- 】 Anti-trafficking; and
- 】 Human rights, women and security.

I. Human rights and anti-terrorism

A state's failure to respect human rights and the rule of law in the fight against terrorism can add to the sense of injustice and persecution felt by some sectors of society and thereby exacerbate conditions conducive to the recruitment of terrorists and the furtherance of violent extremism. Prosecution of terrorist suspects that does not respect human rights may lead to miscarriage or denial of justice; thus, not only may the perpetrators of terrorist acts enjoy impunity, but this may also undermine the confidence of the population at large in the state's ability to protect them. Allegations of serious human rights violations by the state, such as torture and the illegal use of lethal force, can serve to bolster extremist discourse, while state actions that suppress political and religious groups can prevent democratic discussion of issues and lead to dissent taking other more radical forms.



A manual on protecting human rights while countering terrorism.

The Head of the Swedish Delegation to the OSCE Parliamentary Assembly, Walburga Habsburg Douglas (right); ODIHR Director Christian Strohal (centre); and Aliaksandr Bialiatski, Vice President of FIDH, at the launch of a report on attacks on human rights defenders, Vienna, 10 December.



ODIHR assists participating States in several ways to address the threat of terrorism so that they respect human rights. For example, ODIHR conducts a training programme for senior public officials that brings together policy makers from various ministries to raise awareness about relevant international standards and to assist them in applying these standards in their daily work. This training is designed to allow policy makers to discuss and develop multifaceted strategies to prevent and combat terrorism. In 2007, national training courses were carried out in Ashgabat, Baku, and London. In addition, ODIHR completed work on a manual on human rights and counter-terrorism that provides in-depth background on the rights at stake in counter-terrorism and the relevant standards that apply in the OSCE region.

Recent experience has shown that civil society organizations can give states valuable support in

the fight against terrorism and can address its root causes, particularly intolerance and incitement. In March, ODIHR, in co-operation with the Fundació CIDOB (Centre for International Relations and Development Studies), organized an informal working-level meeting on the role of civil society in preventing terrorism with a view to strengthening partnerships and co-operation with civil society on issues relating to the protection and promotion of human rights in counter-terrorism.

The objectives of the meeting were twofold: first, to identify how civil society can render practical assistance in the prevention of terrorism; and second, to identify challenges to the participation of civil society in this work, including the implications of governmental counter-terrorism law and policy. Some thirty NGO participants joined ODIHR, the Office of the OSCE High Commissioner on National Minorities,

the OSCE Secretariat's Action against Terrorism Unit, and the Spanish Chairmanship in the meeting, which highlighted the importance of increasing the international solidarity of civil society and strengthening partnerships and cooperation with the OSCE and ODIHR. Participants agreed on a set of recommendations for OSCE participating States, ODIHR, and civil society.

Solidarity with victims of terrorism

A high-level meeting on victims of terrorism was jointly organized by the Chairman-in-Office and ODIHR in September in Vienna. The meeting brought together more than 200 representatives from participating States, civil society groups (including victims' associations), and legal professionals from across the OSCE region and provided an opportunity to discuss how to define victims of terrorism for the purposes of domestic policy-making, victim assistance programmes, victims' role and status in legal proceedings, and how governmental and non-governmental agencies could best work together in providing practical support to victims of terrorism.

II. Human rights training and education

Human rights education and training are undertaken to equip members of government institutions and of civil society with the experience and skills necessary to have the greatest possible impact in their communities. The need to improve skills also extends to OSCE staff, especially when working in field missions.

In 2007, ODIHR began working with the Council of Europe, the Office of the United Nations High Commissioner for Human Rights, and UNESCO, with the support of Human Rights Education Associates, to produce a compendium of good practices in human rights education in school systems, including citizenship education and education for mutual respect and understanding. The compendium will consist of entries that correspond to the plan of action of the UN's World Programme for Human Rights Education: policies and curricula, the learning

environment, teaching and learning practices and tools, professional development of teachers and other educational personnel, and evaluation and assessment approaches and tools.

Over the last two years, ODIHR, in conjunction with NGO partners, has trained representatives from civil society from various regions of Armenia and Tajikistan to work in human rights. The aim of the training was both to equip new activists with knowledge and skills related to human rights and to build the capacity of existing groups. Participants not only acquired knowledge in the field of human rights but also had the opportunity to practise their skills by undertaking human rights monitoring and advocacy. Issues addressed included the rights of disabled persons, human rights in the armed forces, monitoring incidents of violence in schools, informal payments in schools, women's rights, freedom of the media, and the violent treatment of pupils by teachers. ODIHR's training emphasized advocacy work, with the objective of achieving systemic change to address human rights violations.

ODIHR continued in 2007 to offer a course for OSCE field staff working in the various areas of the human dimension of security. Apart from thematic sessions covering human rights monitoring, human rights in the fight against terrorism, rule of law, anti-trafficking, Roma and Sinti issues, democratic governance, legislative assistance, gender mainstreaming, elections, and national minorities, the course also provides a unique opportunity for OSCE staff to exchange experiences and best practices. More than 100 OSCE staff from all field operations, the Secretariat, and institutions attended four courses in Warsaw.

III. Human rights and the armed forces

Following consultations with governments, experts, and non-governmental organizations, ODIHR is finalizing a handbook on human rights and fundamental freedoms of armed forces personnel, which will be published jointly with the Geneva Centre for the Democratic Control of Armed Forces in 2008. The handbook provides

recommendations to participating States, drawn from best practices from across the OSCE area, on how they can best secure the enjoyment of human rights by members of the armed forces.

ODIHR also co-operated with the Council of Europe's Committee of Experts for the Development of Human Rights' Group on Human Rights in the Armed Forces, utilizing the expertise it had built up in past roundtables and in drafting the handbook to contribute to a Council of Europe Committee of Ministers Recommendation on Human Rights in the Armed Forces.

IV. Monitoring compliance with human dimension commitments

ODIHR's monitoring of implementation of OSCE commitments by participating States helps identify areas where it may render technical assistance or help states improve compliance by providing capacity-building expert advice, or by facilitating dialogue between civil society and national authorities. Specific areas include fair-trial and capital-punishment safeguards.

Trial-monitoring

OSCE participating States have made a commitment to accept court observers as a confidence-building measure and to ensure transparency in the implementation of their commitments to fair judicial proceedings. The purpose of trial-monitoring is to assess criminal-court proceedings in terms of their compliance with OSCE commitments, international fair-trial standards, and national criminal-procedure laws. Trial-monitoring is concerned only with the fairness of a trial, not with the guilt or innocence of the accused. The information gathered by monitors attending court hearings can form the basis for recommendations for the reform of legal systems, as well as for the development of institution-building projects by ODIHR or other international and national organizations.

Kazakhstan

A two-year trial-monitoring project in Kazakhstan, conducted jointly by ODIHR and the OSCE Centre in Astana, came to an end in

2007 following the observation of some 730 court sessions in eight regions of the country. The project's final report was released at the Supreme Court in February, where representatives of Parliament, the Supreme Court, the Constitutional Council, the Office of the Prosecutor-General, the Ministry of Justice, and civil society met to discuss the report's findings with respect to the compliance of Kazakhstan's criminal courts with international and national fair-trial standards, as well as recommendations for reform. These included upholding the right of the public to attend court, ensuring equality of arms, and upholding the presumption of innocence.

The OSCE Centre in Astana followed up on the project by engaging Kazakhstan's government in dialogue on the recommendations and carrying out a second round of trial-monitoring that lasted until the end of 2007.

As part of the follow-up process, ODIHR participated in a series of consultations on the report that were held in May at the Almaty City Court and several other regional centres in Kazakhstan. These meetings provided a forum for discussions on the practical implementation of the report's recommendations, e.g., the removal of metal cages from courtrooms throughout Kazakhstan.

Kyrgyzstan

ODIHR and the OSCE Centre in Bishkek completed a two-year trial-monitoring project in Kyrgyzstan in 2007. During the monitoring period, 26 monitors observed 1,134 court sessions. The final report on the project, which was released in Bishkek at the end of November, includes findings about compliance with international and national fair-trial standards and also identifies possible areas for reform. The launch of the report involved a discussion with members of the judiciary, prosecutors, and defence lawyers, and was followed by a public roundtable that brought together legal professionals and representatives of civil society.



A report on a trial-monitoring project in Kyrgyzstan.

Moldova

ODIHR continued to assist with a trial-monitoring project conducted by the OSCE Mission to Moldova. The project's first six-month analytical report, "Preliminary Findings on the Experience of Going to Court in Moldova," was launched with ODIHR's support in April in Chisinau.

The death penalty

ODIHR monitors developments regarding the death penalty with the aim of facilitating exchanges of information, increasing transparency, and encouraging compliance with international safeguards.

ODIHR produces an annual publication, *The Death Penalty in the OSCE Area*, which is released at the Human Dimension Implementation Meeting. This publication provides a comparative overview of the use of the death penalty throughout the OSCE region based primarily on information provided by the participating States.

Last year's publication reflected a trend towards the abolition and reduction in the use of the death penalty: Albania and Kyrgyzstan abolished the death penalty; Kazakhstan, which had been de facto abolitionist, became partly abolitionist; and Moldova, Georgia, and France removed death-penalty provisions from their constitutions. Uzbekistan has since abolished the death penalty as of 1 January 2008.

V. Support for human rights defenders and national human rights institutions

Focal Point for Human Rights Defenders and National Human Rights Institutions

Building on ongoing work across all of its programmes and in response to one of the recommendations made at the March 2006 Supplementary Human Dimension Meeting on "Human Rights Defenders and National Human Rights Institutions," ODIHR established a Focal Point for Human Rights Defenders and National Human Rights Institutions (NHRIs). The Focal Point monitors the situation of human rights defenders, identifies issues of concern, and

promotes their interests. In addition, the Focal Point undertakes activities aimed at strengthening co-operation between NHRIs and state officials on the one hand and with civil society on the other.

The Focal Point has added a new dimension to ODIHR's monitoring work by closely following the situation of human rights defenders throughout the OSCE region. ODIHR published a report in December called *Human Rights Defenders in the OSCE Region: Our Collective Conscience*, which highlights threats to, and attacks on, human rights defenders, as well as their freedom of association, freedom of assembly, and right to liberty and freedom of movement throughout the OSCE region.

The Focal Point aims to enhance human rights defenders' knowledge of human rights standards; improve their advocacy, monitoring, and strategy-formulation skills, and also increase their capacity to protect and promote human rights. ODIHR, in co-operation with the OSCE Mission to Moldova and the Human Rights Resource Centre CReDO, conducted a pilot project to train human rights defenders in international standards on freedom of assembly and to build their capacity to monitor and report on freedom of assembly in Moldova. The five-day training course was conducted in Chisinau in October, and coincided with the Justice Ministry's elaboration of a draft law on freedom of assembly. Beginning in October, those who underwent the training will monitor assemblies throughout the country for a period of six months, and their observations will be compiled into a report that will be submitted to the Government with the aim of further improving the law and practice relating to freedom of peaceful assembly.

Two further training courses were held that were aimed at strengthening co-operation between NHRIs and government and partnerships with civil society. The first of these was held in November in co-operation with the Office of the Human Rights Defender of Armenia and the OSCE Office in Yerevan. This was followed by a similar event in December in co-operation

Astrid Ganterer (left) of ODIHR's anti-trafficking programme speaks with Antonella Inverno of Save the Children Italy during a meeting on boys in the sex industry, Vienna, 19 October.



with the Office of the Ombudsman in Azerbaijan and the OSCE Office in Baku. Assisted by contributions from experts from the UK Parliamentary and Health Service Ombudsman and the Swedish Ombudsman for Ethnic Discrimination, state officials and representatives of human rights NGOs were given an opportunity to make recommendations for strengthening their co-operation and partnership. During each training course, staff from the ombudsman offices drew up a draft action plan based upon these recommendations.

VI. Anti-trafficking

Trafficking of human beings is a global problem that affects all states in the OSCE region, whether as countries of origin, transit, or destination. Many participating States have taken steps in recent years to tackle the challenges posed, including by adopting anti-trafficking legislation, as well as by creating specialized law enforcement structures and mechanisms

to ensure protection and assistance to trafficking victims.

In essence, trafficking concerns the exploitation of human beings. Until recently, participating States had focused almost exclusively on the exploitation of trafficked persons in the sex industry. However, they are now registering a growing problem with trafficking for labour exploitation in traditionally low-wage employment sectors such as agriculture, construction, hospitality, and care work. Action to address trafficking has to take account of the varying forms of exploitation.

ODIHR aims to secure respect for the human rights of trafficked persons by advising on policy developments in participating States and the OSCE through direct talks with governments and regional organizations, which is sometimes followed by training activities for state actors. ODIHR hosts meetings and exchanges to review emerging issues and keep abreast of practice and problems. It conducts research to assess



Janice Lam (left) of Anti-Slavery International, London, and Yun Gao of the International Labour Organization at an ODIHR workshop on compensation for victims of trafficking and exploitation, held in Barcelona in December.

compliance with human rights commitments since there is often little detailed information available on the compatibility of state practice with OSCE commitments to protect victims, as reflected in the OSCE Action Plan to Combat Trafficking in Human Beings. In doing so, it aims to raise awareness of the political commitments and recommendations of the Organization, to identify future activities for technical assistance, and to advise governments on future action. ODIHR also conducts research on topics where there is little available information, such as trafficking for labour exploitation in Kazakhstan or compensation of trafficking victims in the OSCE region. It participates in grass-roots activities that offer assistance to trafficked persons and vulnerable groups, often in partnership with OSCE field offices, other international organizations, and NGOs. Finally, it co-operates closely with the Office of the OSCE Special Representative on Combating Trafficking by writing joint letters to governments to bring attention to individual cases of trafficking, hosting OSCE anti-trafficking focal-point meetings, exchanging information, and contributing to the Representative's conferences and background papers

prepared for the Chairmanship on new anti-trafficking commitments.

In contributing to policy development in the OSCE, ODIHR drafted a discussion paper on labour trafficking in response to a request from the Spanish Chairmanship and interested participating States in August. The paper provided an overview of international standards and commitments on labour trafficking, taking into account new developments, and provided a basis for a focused discussion during an OSCE Permanent Council meeting on OSCE labour-trafficking commitments. Many of the recommendations from the paper were integrated into the subsequent Ministerial Council Decision on Labour Trafficking adopted in Madrid. ODIHR also participated as a key member of a drafting committee, alongside the UNODC and UNICEF, that was established to develop EU recommendations on the identification and protection of trafficked persons. The recommendations, which frequently refer to the guidance of the OSCE Action Plan to Combat Trafficking to protect trafficked persons and the principles of National Referral Mechanisms (NRM), were presented by the European Commission on the

first EU Anti-Trafficking Day in October. They establish an EU standard that will be a reference for further developments.

To better understand how referral mechanisms operate to protect victims of trafficking for labour exploitation, a meeting of civil society organizations was organized in April that included migrant- and labour-rights organizations, trafficking NGOs, and academics. The findings from the meeting and consultations with these experts contributed directly to ODIHR's input on policy developments in the OSCE and EU context. To strengthen partnerships with organizations working on labour-trafficking issues, many of the same migrant- and labour-rights organizations were invited to participate in the Human Dimension Implementation Meeting session devoted to a discussion of labour trafficking. They also contributed to two side events organized during the HDIM to advocate for the rights of migrant workers as an effective way of preventing trafficking.

To assess compliance with human rights commitments on the protection of trafficked persons, ODIHR initiated a series of assessments in 2006 in Belarus, France, Turkey, Russia, and the United Kingdom. In 2007, the Office held meetings and exchanged comments on its assessment reports with the governments of Belarus, Turkey, Russia, and the United Kingdom. These reports identified both good practices and gaps in legislation and policy on trafficking that in some cases have triggered improvements in national practice. The assessment process has contributed to raising awareness of OSCE commitments, in particular of the role of NRMs in improving rights protection. The reports also flagged issues for future action. Following ODIHR's assessment in Russia, for example, the Office launched a project to prevent trafficking for labour exploitation and improve protection of victims' rights. The project, implemented in partnership with ILO Moscow and the Construction and Building Materials Industry Workers Union of the Russian Federation, will increase the awareness of vulnerable migrants to exploitation and their right to assistance. It

also provides mediation services and access to legal remedies for exploited migrants seeking compensation and improved living and working conditions.

Continuing its ongoing support of the implementation of Kazakhstan's National Anti-Trafficking Action Plan, ODIHR assisted the OSCE Centre in Astana in conducting a second round of training for representatives of local authorities. Training courses were organized in Aktau and Taraz, two of the biggest towns in Kazakhstan attracting labour migrants for work in construction, oil fields, and agriculture, and where cases of trafficking for labour exploitation have been detected following joint research conducted by ODIHR and UNESCO on labour migration and exploitation in Kazakhstan. These courses built on the first round of training conducted in 2006 and focused on the identification of exploited migrants and lending them assistance, general issues of protecting migrant rights, and inter-agency co-operation.

As follow-up to the September 2006 regional roundtable on "Building the Capacity of Roma Communities to Prevent Trafficking in Human Beings", ODIHR supported a number of project initiatives in 2007: an exchange of social workers between Romania and Italy to build capacity in the areas of street and outreach work with Roma street children and Roma communities; the training of peer educators for outreach work within a Roma settlement in Tirana, Albania; providing information about rights and legal counselling for Roma civil society and community members in Albania.

In view of the increasing interest among civil society organizations working on human trafficking and the absence of detailed information on the compensation of trafficked persons in the OSCE region, ODIHR conducted a research project on compensation practices in Albania, France, Moldova, Romania, Russia, Ukraine, the United Kingdom, and the United States. A draft report on this research was presented for discussion and feedback during a workshop for civil society and state actors from 10 OSCE countries in Barcelona in December.

The aim of the research and workshop was to raise visibility of the issue of compensation and the need to simplify procedures, and it also provided a networking opportunity for organizations and state actors in countries of origin and destination.

ODIHR took the lead in organizing a Supplementary Human Dimension Meeting on “Combating the Sexual Exploitation of Children” in October. A parallel side event was held during the SHDM to draw attention to the growing body of research on the exploitation of men and boys in the sex industry, with the participation of ECPAT International, Save the Children Italy, the Russian NGO Stelita, and Birmingham University in the United Kingdom, which drew much interest from delegates and the media.

VII. Human rights, women and security

United Nations Security Council Resolution 1325 on Women, Peace and Security

UN Security Council Resolution 1325 was the first-ever resolution passed by the Security Council that focuses specifically on women and security. The OSCE took up the tasks outlined in the resolution in its own Action Plan for the Promotion of Gender Equality of 2004, which calls on OSCE structures to promote implementation of the resolution on the role of women in, *inter alia*, the prevention of conflicts and post-conflict reconstruction.

All OSCE participating States have been called upon to implement the resolution; as member states of the United Nations, they have agreed to accept and implement the decisions of the Security Council. A number of countries, such as Sweden and the United Kingdom, have developed national action plans on implementation of UNSCR 1325.

Building on a regional roundtable held in September 2006 in Almaty on implementation of Resolution 1325, ODIHR organized a series of training workshops, in co-operation with the NGO Working Group on Women, Peace and Security, for both government officials and civil society representatives on national

implementation of the Resolution. Three workshops were held in Kazakhstan, Kyrgyzstan, and Tajikistan (there were also participants from Uzbekistan). The aim of the workshops was to explain the relationship between UNSCR 1325 and national-security concerns and to develop strategies for its implementation at the national level. The workshops succeeded in: (1) identifying priority issues in the fields of gender and security; (2) formulating recommendations and drafting work plans; and (3) forming a working group on implementation of the recommendations.

In partnership with the NGO Working Group on Women, Peace and Security, ODIHR also organized an expert discussion at the United Nations in New York. Representatives from Kazakhstan, Kyrgyzstan, and Tajikistan presented results from their respective workshops on national implementation.

Security-sector reform, women's rights, and gender

Security-sector reform (SSR) constitutes a crucial part of efforts to promote security, peace, and human rights. In order to ensure that gender issues are analysed, addressed, and mainstreamed into SSR initiatives, ODIHR partnered with the Geneva Centre for the Democratic Control of Armed Forces and the United Nations International Research and Training Institute for the Advancement of Women in a project called “Gender and Security Sector Reform: Creating Knowledge and Building Capacities”.

The project promotes the integration of a gender perspective into SSR initiatives by conducting new research on gender aspects of SSR, including practical guidance for researchers, policy makers, and practitioners on how to integrate gender perspectives into different areas of SSR. The project commissioned 12 gender and SSR “tools”, each relating to a particular topic, such as “Defence Reform and Gender” and “National Security Policy Development and Gender”. The tools provide answers to the questions of *why* a gender perspective is of relevance

to the respective topic, and *how* gender aspects can be integrated into the specific topic of SSR. The full set of resources form a “Gender and Security Sector Reform Toolkit”, which will be launched in 2008.

The tools address a broad range of actors involved in SSR at different levels, including foreign and defence ministries and other relevant government structures, UN bodies, state bodies working on border management within national and regional contexts in Europe, and OSCE field offices.

Tolerance and Non-discrimination

"Aggressive nationalism, racism, chauvinism, xenophobia and anti-Semitism create ethnic, political and social tensions within and between States. They also undermine international stability and worldwide efforts to place universal human rights on a firm foundation." — Rome, 1993

Violations of human rights and fundamental freedoms, including the freedom of thought, conscience, religion or belief, and manifestations of hate and intolerance threaten stability and security in the OSCE region. While OSCE participating States have undertaken numerous commitments to combat racism, xenophobia, anti-Semitism, and other forms of intolerance, including against Muslims, much work remains to be done to foster democratic and pluralistic societies, where ethnic, cultural, and religious diversity is not only tolerated, but is truly respected and valued.

Tolerance and non-discrimination have ranked high among the priorities of the past several OSCE chairmanships. Under Spain's leadership in 2007, the Chairman-in-Office reappointed his three personal representatives dedicated to particular aspects of tolerance and non-discrimination. A high-level OSCE Conference on "Combating Discrimination and Promoting Mutual Respect and Understanding" was held in Bucharest, and there was a Chairmanship conference in Cordoba on the issue of intolerance and discrimination against Muslims. During the Human Dimension Implementation Meeting (HDIM), a special day on combating intolerance and discrimination and promoting mutual respect and understanding was held, which included a forward-looking discussion on the role of parliamentarians and political leaders in combating intolerance and hate crime.

The year also saw the adoption of another Ministerial Council Decision on "Combating Intolerance and Discrimination and Promoting Mutual Respect and Understanding".

Main Issues

Hate-motivated crimes and violent manifestations of intolerance: Hate crimes involve violent expressions of bias; they may take the form of assault, murder, threats, or property damage, such as arson, desecration, or vandalism. Responding to hate crimes is problematic for a number of reasons. To begin with, most states lack accurate data about the nature and extent of hate crimes, which means that law enforcement and criminal-justice agencies are not armed with the information needed to combat such crimes. This is often compounded by the absence of effective legislation on hate crimes, which means that such cases are not distinguished from other criminal cases that lack bias motivation. Finally, even where legislation exists, there is often a lack of knowledge on the part of law enforcement and prosecuting bodies of techniques to prove bias motivation.

Freedom of religion or belief: Across the OSCE region, many individuals and communities face restrictions on their right to freedom of religion or belief. Problems include infringements of the right to change, adopt, and renounce a religion or a belief, as well as limitations to the right to manifest one's religion or belief. The latter category includes disruption or prohibition of worship even in private homes, as well as attacks or restrictions on places of worship. In addition, registration is often made a requirement for practising a religion or a belief, this condition being coupled with unnecessarily burdensome procedures that are often abused. Censorship of religious literature and bans on teaching a religion or a belief have also been reported. In some participating States, those who object to military service on grounds of religion or belief face restrictions and limitations to this right, which is punished with imprisonment. Developing

trends include the use of intolerant and discriminatory discourse against religions or belief groups, as well as discrimination against individuals in the workplace and public services on grounds of religion or belief. These actions may be a direct result of legislation and policies, or, in other cases, they may arise as a result of a lack of protective action from state authorities, often in the face of a dominant religious majority.

► **Education:** Since hate-motivated crime is frequently the result of negative stereotypes, often passed from generation to generation, educational efforts aimed at promoting mutual respect and understanding; an appreciation of cultural, religious, and ethnic diversity; and remembrance of the Holocaust can help eliminate such attitudes. While a number of participating States have undertaken such efforts, more long-term and coherent approaches are needed to have a real impact.

Activities

How frequently are hate crimes committed? Where do they occur, and who are the victims? What steps are being taken by law enforcement agencies and by governments? How often and why are perpetrators not identified and punished appropriately? What is the relationship between intolerant speech and criminal acts motivated by bias? Answers to such basic questions are needed before anyone can make a serious effort to combat violent manifestations of hate. For that reason, one of the most important parts of ODIHR's work in this field is its role as a collection point for relevant information, including statistics from states and police agencies, as well as examples of good practices from a wide variety of sources, including governmental and non-governmental organizations.

The collection and analysis of such information has allowed ODIHR to identify where good practices exist and where there are gaps in implementation of OSCE commitments related to tolerance and non-discrimination. This is

the foundation for all ODIHR's activities in this field; it has informed the development of assistance programmes that offer states and NGOs technical assistance, expert-to-expert training, and opportunities to exchange information and best practices. It has also provided the basis for the creation of regional partnerships and the development of joint strategies that recognize hate-motivated acts for what they are: namely, a problem that is not confined within borders and that demands an international response.

In many cases, ODIHR's role has been simply to bring together individuals and organizations with expertise and knowledge to share; in others, ODIHR has played a larger role in developing methodologies, conducting training, monitoring incidents, and publishing reports and handbooks.

The result is a collection of technical tools and assistance programmes that help governments, law enforcement agencies, and educators, as well as broader civil society, including organizations and concerned individuals, to combat intolerance and to promote the ideals of mutual respect and understanding.

In 2007, activities were conducted in the following five areas in particular:

- Collecting and disseminating information about hate crime;
- Improving responses to hate crimes;
- Developing educational tools;
- Supporting civil society; and
- Promoting freedom of religion or belief.

I. Collecting and disseminating information about hate crime

ODIHR has been assisting the efforts of states by serving as a collection point for information and statistics on hate crime and by making this information publicly available.

During last year's HDIM, ODIHR presented its first annual report on hate crime, entitled *Hate Crimes in the OSCE Region: Incidents and Responses*. Based on information received from governments, international organizations, and civil society, the report provides an overview of patterns and trends pertaining to hate-

ODIHR's annual report on hate crime in the OSCE region.



motivated incidents. It also presents examples of effective responses by OSCE states, as well as challenges that governments and civil society continue to face in their efforts to prevent and respond to hate-motivated incidents.

TANDIS, ODIHR's Tolerance and Non-Discrimination Information System, was developed to serve as a repository of information received from state and non-state partners and to support ODIHR's efforts to disseminate information and highlight practical initiatives. A public website, <http://tandis.odihr.pl>, provides access to action plans, statistics, legislation, and initiatives to combat intolerance and discrimination, as well as international standards, reports, and practical tools.

User statistics show that in 2007 between 3,000 and 4,000 users visited the TANDIS website monthly.

Besides being a digital library, the website provides access to NGO reports and findings via HuriSearch, a search engine developed by HURIDOCs (Human Rights Documentation and Information Systems International). HURIDOCs developed a customized interface for HuriSearch for ODIHR to be able to provide access to targeted information on the issues that ODIHR deals with from more than 4,500 human rights organizations worldwide.

Through *Legislationline*, ODIHR's legislative database, the website provides access to information on existing hate-crime legislation in the OSCE region.

In 2007, ODIHR developed a Russian home page for TANDIS. In addition, new sections were introduced, such as "Intolerance against Christians", with references to international standards and reports; a "Data collection" section for hate-crime data experts; and a "Civil Society" section with information of special interest to NGOs.

Further links to other intergovernmental organizations were added, which has contributed to increased information-sharing and co-operation.

II. Improving responses to hate crimes

Hate-crime legislation

Since 2004, ODIHR has been collecting information related to hate-crime legislation from participating States and has created a database of this legislation that is accessible through *Legislationline*. In order to make the database more useful to lawyers and law-makers, it provides details of legislation on hate crime and an overview of the statutory mechanisms states have applied in dealing with hate crime. The type of information provided has been changed from summaries and descriptions to texts of legislation. Wherever possible, the legislation is available in English and in Russian.

As the database shows, a growing number of states have specific legal provisions for crimes motivated by bias (excluding international crimes, such as genocide), either in the form of sentence enhancement or stand-alone hate-crime provisions. In the last year, a number of states enacted, or considered enacting, specific legislative provisions to punish bias-motivated crimes. ODIHR therefore commenced a legislative assistance programme, which includes the development of guidelines for hate-crime legislation in order to support OSCE states in their efforts to enact hate-crime legislation. The guidelines, which are being developed by experts from across the OSCE region, will set benchmarks for essential components of effective hate-crime laws and will be broadly applicable from a geographic standpoint despite the divergent legal systems and legislative frameworks in the region.

Data collection

A lack of comprehensive and public data on hate crimes hinders the ability of governments to understand the nature and distribution of hate crimes, to identify their impact on targeted communities and society, and to channel relevant resources in order to effectively respond to patterns of hate crime.

As follow-up to the Tolerance Implementation Meeting on "Addressing the Hate Crime

Data Deficit”, held in 2006, ODIHR initiated a programme to provide technical assistance to support OSCE participating States in their efforts to improve hate-crime data collection and reporting.

In response to an invitation from the Government of Croatia, ODIHR organized an expert meeting in Zagreb in June, with the participation of international specialists, as well as representatives of the Interior Ministry, the police, and the Office of the Prosecutor-General. Participants discussed various mechanisms, methodologies, and tools for data collection and analysis, and produced a set of recommendations for Croatia’s hate-crime data collection system.

Training law enforcement officers

In order to support OSCE states in their efforts to strengthen the capacity of law enforcement officials to identify and respond effectively to hate crime and engage with affected communities, ODIHR began implementing its Law Enforcement Officer Programme on Combating Hate Crime (LEOP) in Ukraine, Poland, and Serbia in 2007.

In Ukraine, in co-operation with the National University of Internal Affairs, the LEOP team conducted a training course for officials from law enforcement agencies, focusing on dealing with organized hate groups and affected communities. The LEOP team also had the opportunity to train senior students and cadets from the National University who are soon to become law enforcement officers.

Following a needs assessment carried out in Poland and the participation of Polish representatives at a training-of-trainers seminar in 2006, efforts were initiated in 2007 to customize the curriculum to the needs of Poland. Similarly, following an extensive needs assessment and series of meetings with government officials, officials from the Interior Ministry, and representatives of civil society, Serbian authorities commenced implementation of the LEOP programme during the second half of 2007.

Given the interest in the programme by an increased number of OSCE states, ODIHR

organized an international training-of-trainers seminar in London on 18-23 November. The seminar, which provided an in-depth overview of the programme for police officers, consisted of 18 learning units and presentations covering causes and manifestations of hate, police investigation of hate-motivated crimes, interaction between police and the media, co-operation between police and victims and affected communities in dealing with hate incidents, and other relevant aspects of responding to hate-motivated crimes. The training was attended by experts from 13 OSCE participating States, many of whom are now expected to adapt and implement the programme within their respective countries. The training concluded with the first annual meeting of the LEOP network, which offers support in strengthening the response of law enforcement agencies to hate crime. The members of the network are able to access training materials, resources, and tools that can ensure their effective response in combating hate crime.

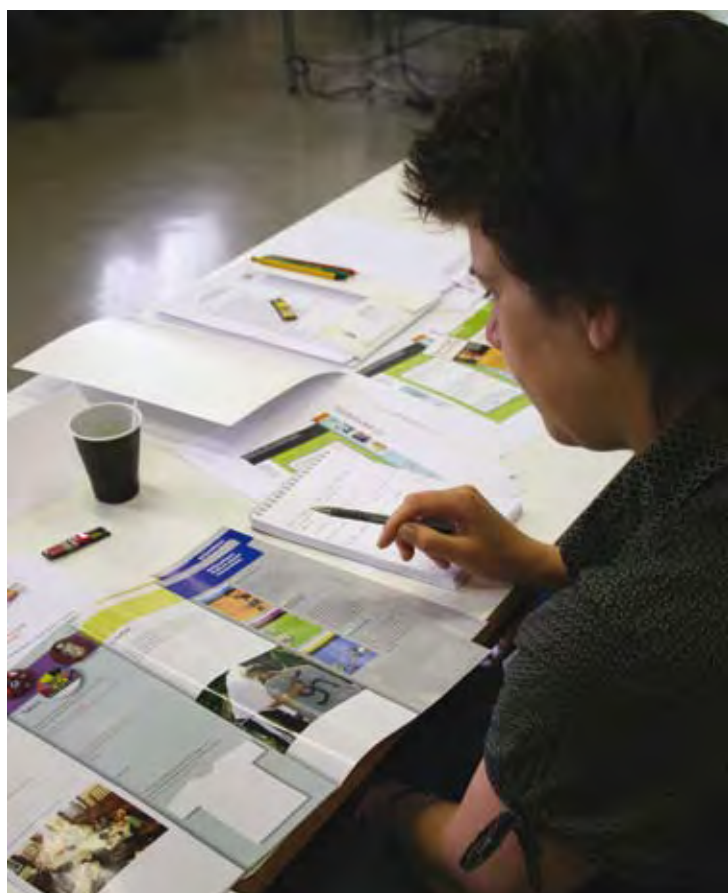
Training for prosecutors

Building on the successful implementation of the LEOP training in Croatia, and in response to requests for additional support within other branches of the criminal-justice system, ODIHR, together with the Croatian national contact points on combating hate crime and the OSCE Mission to Croatia, organized a roundtable for international hate-crime experts and Croatian judges and prosecutors in June. The event focused on barriers to effective responses to hate crime and explored ways in which the legal tools available could be used effectively to combat hate crime.

The LEOP training programme was also expanded to include components specifically dealing with prosecutors’ requirements. This focuses on proving motivation and anticipating and pre-empting likely defences through the collection of evidence.



Teachers at a workshop in the Netherlands learn about using new teaching materials to combat anti-Semitism that were produced by ODIHR and the Anne Frank House.



III. Developing educational tools

Education on the Holocaust and anti-Semitism

In response to the rise of anti-Semitism in the OSCE region, which often finds expression in neo-Nazi activities, Holocaust denial, and violent attacks on Jews and Jewish institutions, OSCE participating States have committed themselves to promote educational programmes to combat anti-Semitism, as well as to promote remembrance and education about the tragedy of the Holocaust. The new and worrisome development of increased numbers of anti-Semitic attacks on Jewish students even by schoolmates and attacks on Jewish schools highlights the importance of these educational efforts by OSCE participating States.

In order to better equip educators to respond to expressions of anti-Semitism, a set of guidelines for educators on how and why to address

different manifestations of anti-Semitism in schools was developed in 2007 together with Yad Vashem in Israel.

A project on country-specific teaching materials on anti-Semitism was also continued in 2007 in co-operation with the Anne Frank House in Amsterdam and with national experts. The implementation process began last year in the seven OSCE states where the teaching materials were developed, and the process of adapting the materials for use in the Russian Federation, Slovakia, and Spain also got under way.

In addition, ODIHR, in co-operation with the International Task Force on Holocaust Education, Research and Remembrance, drafted and published a document highlighting good practices of governments and governmental officials on or around Holocaust memorial days.



ODIHR Director Ambassador Christian Strohal (left) and the Director of Yad Vashem's International School for Holocaust Studies, Dorit Novak, present a teacher's guide on addressing anti-Semitism, Yad Vashem, Jerusalem, in December.

Education to promote respect and diversity

ODIHR conducted a needs assessment visit to Azerbaijan in 2007 to explore ways to assist with the implementation of programmes on human rights education and education on mutual respect and understanding. As a result, the Education Ministry agreed to co-operate with ODIHR and the Council of Europe on a capacity-building project on teacher training, as well as on curriculum and material development regarding human rights education and education to promote mutual respect and understanding.

Increasing awareness about Muslims and their culture

ODIHR, in co-operation with its local partners, supported the development of a resource book on Muslim communities in Spain. This involved the organization of an initial roundtable meeting in Madrid with Muslim representatives, journalists, and government officials to discuss a concept for the resource book and also the provision of technical and financial support. This project is intended to serve as a pilot project for the development of additional country-specific resource books on different aspects of Muslim life and culture with the intention of promoting a better understanding of the diversity, contribution, and participation of Muslim communities

in the participating States where they constitute a minority. The books will be a resource for policy makers, public officials, journalists, and educators. They will be developed with national experts, in consultation with all relevant actors, including NGOs and media representatives.

In July, ODIHR, in conjunction with Casa Árabe (Arab House), a public institution in Spain, convened a roundtable with representatives of Muslim communities in Madrid to discuss the first draft of the resource book. The purpose of the roundtable was to increase awareness of the project and to help ensure that the book is both accurate and useful to an audience of non-experts.

During the HDIM, ODIHR and COJEP International, a pan-European human rights youth organization combating racism, xenophobia, and discrimination, held a side event on education and on intolerance against Muslims. The event promoted education as a means of responding to intolerance and discrimination against Muslims, and it also provided a forum for a discussion on hate incidents in schools.

IV. Supporting civil society

ODIHR maintains close relations with NGOs and provides support for their participation in OSCE events. For example, ODIHR organized a preparatory meeting for NGOs prior to the

OSCE Conference on “Combating Discrimination and Promoting Mutual Respect and Understanding” in Bucharest. More than 200 representatives from civil society attended the preparatory meeting, where they had an opportunity to exchange information and best practices, raise issues, inform their governments of the results of their activities, and formulate recommendations that were presented at the main conference.

In 2007, ODIHR provided financial grants and technical support to NGOs working in the field of tolerance and non-discrimination. As a result, more than 60 NGOs were able to attend OSCE events, while a number of them used their grants to carry out projects aimed at monitoring and reporting on hate-motivated violence.

ODIHR and a board of experts from throughout the OSCE region developed a training curriculum and resource guide for NGOs on how to prevent and respond to hate crimes and hate-motivated incidents. Since the training curriculum is intended to serve as a resource for NGOs throughout the OSCE region, efforts were made to ensure that the content reflects the diversity of manifestations of intolerance, as well as the range of possible responses. The resource guide is divided into two parts: the first part provides background information and concepts on hate crimes throughout the OSCE region, while the second part presents strategies for civil society on how to address hate-motivated violence.

V. Promoting freedom of religion or belief

ODIHR’s 61-member Advisory Panel of Experts on Freedom of Religion or Belief, which serves as an advisory and consultative body to OSCE states in their efforts to advance religious freedom, provides legislative assistance to individual states and other legal assistance. Using the *Guidelines for Review of Legislation Pertaining to Freedom of Religion or Belief* as a basis, the Panel’s Advisory Council provided legislative reviews and offered expert opinions and technical assistance to participating States in 2007. For example, the Advisory Council met with Kazakh

authorities to discuss the situation regarding the Hare Krishna community in the Karasai District of Kazakhstan, where several homes had been destroyed in a state-sponsored action in 2006. At the request of government authorities and representatives of the Hare Krishna community, the Council extended its good offices to assist in finding a resolution.

The Advisory Council, in conjunction with a group of international experts, produced a publication called *Toledo Guiding Principles on Teaching about Religions and Beliefs in Public Schools*. The primary purpose of the Toledo Guiding Principles is to assist OSCE participating States whenever they choose to promote the study of religion and belief in schools, particularly as a tool to enhance religious freedom. The Principles focus solely on the educational approach to teaching *about* different religions and beliefs, as distinguished from instruction in a specific religion or belief. They also offer criteria that should be considered whenever and wherever teaching about religion and belief takes place. The Guiding Principles offer practical guidance for preparing curricula for teaching about religion, preferred procedures for assuring fairness in the structuring of curricula, and standards for the implementation of such procedures.

The Advisory Council also participated in a number of OSCE conferences and events and at other international meetings related to freedom of religion or belief.

ODIHR completed its development of training materials on issues pertaining to standards of international law on freedom of religion or belief for government officials and civil society in 2007. Consultations also got under way with interested participating States for the delivery of the training in 2008.

Contact Point for Roma and Sinti Issues

"We recognize the particular difficulties faced by Roma and Sinti and the need to undertake effective measures in order to achieve full equality of opportunity, consistent with OSCE commitments, for persons belonging to Roma and Sinti. We will reinforce our efforts to ensure that Roma and Sinti are able to play a full and equal part in our societies, and to eradicate discrimination against them." —"Charter for European Security", Istanbul, 1999

Throughout the OSCE region, particularly in Central and South-Eastern Europe, there are communities of Roma, Sinti, Travellers, and other groups who are often referred to as *gypsies*. In addition to ethnic, linguistic, and cultural ties, many of these communities are bound by the overwhelming effects of the multiple forms of discrimination they encounter in all aspects of their lives. Whether in the form of passive intolerance or outright hatred, discrimination has pushed these communities to the fringes of society, where many exist with limited access to life's basic necessities, including food, water, secure residence, education, health care, and employment. Societies that are split along ethnic lines, defined by inequality, hatred, and exclusion, threaten individual human security, as well as greater regional stability. In recognition of this threat, the OSCE adopted, in 2003, an Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area.

Main Issues

Racism and discrimination: Periods of profound political change can expose divisions in society, and the resulting tensions are often expressed in terms of racism or discrimination against vulnerable communities. In Eastern and South-Eastern Europe, the transition of the past fifteen years has often seen a rise in hostility aimed at Roma, Sinti, and related groups. As a result, Roma and Sinti have been prevented from gaining access to employment, education, housing, and health care. They are also increasingly the victims of racially motivated crimes, and often suffer abuse at the hands of the police. Such crimes are often exacerbated by the refusal or inadequacy of the responsible authorities to protect Roma and by the relative impunity of

the perpetrators, who go unreported or receive mild sentences.

Security of residence: For many Roma, obtaining a legal residence with secure living conditions is a prerequisite to the recognition and fulfilment of other rights. Without an address, it is often impossible to register for public services or engage in lawful income-generating activities. Problems that have resulted from insecure residence include forced evictions, lack of secure land tenure, lack of civil registration, and the inability of Roma and Sinti children to attend school.

Participation in public and political life: The discrimination faced by Roma and Sinti populations has prevented them from playing a significant role in the public and political life of the societies in which they live. This is often compounded by a lack of awareness among Roma and Sinti of their ability to influence their own circumstances through political participation and the benefits that could be achieved through participation. Particularly affected are

This photo and the one on p. 62 are of girls from a Roma settlement in the Maszkowice region of Poland.





the most vulnerable groups within Roma and Sinti communities such as women, young people, internally displaced persons, refugees, and returnees.

】 **Trafficking in human beings:** Factors such as endemic poverty, social marginalization, the collapse of institutional support structures, and widespread discrimination make Roma and Sinti communities particularly vulnerable to trafficking in human beings and exploitation of children.

Activities

ODIHR conducted activities in 2007 in the following areas:

- 】 Implementation and assessment of the Action Plan;
- 】 Combating racism and discrimination;
- 】 Enhancing participation in public and political life;
- 】 Ensuring that the fundamental rights of Roma and Sinti are respected in crisis and post-crisis situations;
- 】 Co-operation with international organizations and NGOs.

I. Implementation and assessment of the Action Plan

The main guidelines for supporting the rights and opportunities of Roma and related communities are found in the Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area. In this document, the participating States pledged to take steps to ensure that Roma and Sinti are able to participate in all aspects of public and political life, effectively eliminating the obstacles caused by discrimination.

The Action Plan provides the participating States with comprehensive recommendations and a range of possible measures to be undertaken as a remedy to existing challenges. It also underlines the fact that Roma and Sinti themselves should be actively involved in any actions addressing their communities.

ODIHR's role in relation to the Action Plan is threefold: it is tasked with assisting the participating States in implementing the provisions of the Action Plan; it conducts its own activities aimed at improving the situation of Roma and Sinti; and it reports on how participating States have been fulfilling the commitments made in the Action Plan.

For example, ODIHR has been working on a status report on implementation of the Action Plan since 2006, when a questionnaire was circulated among all participating States in order to get feedback on how they had been fulfilling their commitments. Based on the responses to the questionnaire, ODIHR produced a draft report that was shared with participating States in 2007. Publication of the final status report is planned for 2008.

The purpose of the report is to highlight the current state of implementation of the Action Plan, to provide some key findings, and to discuss the limited progress and few substantial achievements that have been made so far. This is, in part, due to the low level of political commitment on the part of some governments, reflected in the rather insignificant funding to ensure implementation of Roma-related measures or policies. Negative trends of racism and intolerance, police violence, and forced evictions

continue unchallenged in some Roma communities. The gap between mainstream society and Roma and Sinti communities is not decreasing; rather, it is in fact growing in such areas as education, housing, health care, and employment. This is concomitant with the increasing dependency of Roma and Sinti on state welfare systems, which, in turn, results in further disadvantages.

With regard to the task of assisting participating States in implementing the provisions of the Action Plan, ODIHR has conducted a number of activities such as facilitating roundtable discussions between state authorities and Roma representatives (for example, on political participation, integration, anti-trafficking), organizing field visits on thematic issues (including on police and Roma in Romania) or assessment visits. These initiatives have been undertaken directly in partnership with state institutions or agencies, OSCE field operations and institutions, and with civil society.

During the Human Dimension Implementation Meeting (HDIM), ODIHR facilitated a number of events on areas covered by the Action Plan, focusing on: implementation of the provisions regarding the influence of Roma politicians on political processes; promoting the social and political rights of Roma, Sinti, and Travellers; and promoting the rights of Romani children in the child-protection system. These events brought representatives of Roma and Sinti Communities together with those of governments and OSCE structures and resulted in several follow-up activities.

II. Combating racism and discrimination

Racism and discrimination against Roma and Sinti have been on the rise in the last decade and a half. Deep-rooted forms and expressions of racism have become more visible, and new forms of hostility, rejection, and hate continue to be expressed freely across the OSCE region, including within national parliaments, the European Parliament, and by leaders of political groupings.

Discrimination at the hands of the police is a specific area of concern, particularly since the

The overall objective of the OSCE Action Plan on Roma and Sinti is to “reinforce the efforts of the participating States and relevant OSCE institutions and structures aimed at ensuring that Roma and Sinti people are able to play a full and equal part in our societies, and at eradicating discrimination against them”. — *Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area, 2003*

police should protect everyone, including Roma and Sinti, and ensure their equal treatment under the law. Roma and Sinti representatives continue to report frequent instances of police brutality; use of unjustified and disproportionate force, including against women and minors; a lack of timely and effective police intervention to protect Roma and Sinti against collective violence from majority populations; and continued mistrust between the police and Roma and Sinti communities.

Activities to promote dialogue and mutual trust between police and Roma and Sinti continued. In an effort to challenge the dangerous practice of the disproportionate use of force by police against Roma and Sinti, ODIHR undertook a field visit to several localities in Romania, where cases of abuse of power had been reported in both 2006 and 2007. Representatives of the OSCE High Commissioner for National Minorities and the Strategic Police Matters Unit joined the ODIHR team, together with representatives from the Romanian Ministry of Interior and Reform of Administration, the Police Inspectorate-General, and two NGOs. The purpose of the visit was to raise awareness of police abuse of Roma and to encourage appropriate measures to eradicate this practice.

Based on its activities on Roma and the police, ODIHR began work on a document that will consolidate lessons learned from projects already undertaken in this field. It will mainly target law enforcement institutions and police.

III. Enhancing participation in public and political life

Roma and Sinti populations have a rather limited record of political participation, both as voters and as candidates. This fact is rooted in the long

history of marginalization and discrimination that Roma and Sinti have been confronted with. Another factor that contributes to this situation is the lack of awareness among Roma and Sinti both of how to exercise their political rights and of the positive influence that political participation can have for them. Although there has been an increase in the participation of Roma and Sinti in public life in recent years, participation in elections remains disproportionately low. By encouraging Roma and Sinti to take part in electoral processes and to make informed choices when voting, the Office promotes and supports state measures that foster greater representation of Roma and Sinti in political life and public institutions, which may help ensure that pertinent issues end up on the platforms of mainstream political parties.

Roma and elections

For several years, ODIHR has been conducting a programme called “Roma, use your ballot wisely!”. It has also supported the participation of Roma and Sinti individuals as both long- and short-term observers in ODIHR election observation missions. This serves the dual purpose of diversifying election missions and helping Roma representatives gain an in-depth understanding of the electoral process. The fact that Roma and Sinti individuals are now regularly seconded to observation missions points to the success of this activity in mainstreaming Roma into the election observation process.

Roma integration

In June, ODIHR organized a joint roundtable on Roma integration with an international NGO called Project on Ethnic Relations. The meeting brought together scholars, activists, and

politicians to explore the underlying reasons that Roma are often prevented from integrating into the communities where they live, including discrimination, poverty, marginalization, low levels of education, limited access to labour markets, residential segregation, and low levels of political participation. Participants also offered recommendations to address these challenges.

Roma political participation

At the HDIM in 2007, a special day on Roma and Sinti was held under the heading “OSCE Action Plan on Roma and Sinti: participation in political life, overcoming discrimination”. Discussions revealed that, despite certain efforts and initiatives, Roma and Sinti are still underrepresented in public and political life. A number of negative trends were identified, such as low voter turnout among Roma, a lack of civic education, and insufficient efforts by political parties to reach out to this constituency.

IV. Ensuring that the fundamental rights of Roma and Sinti are respected in crisis and post-crisis situations

Roma in Kosovo

More than 150,000 Roma were caught in the 1998-1999 conflict, when many were targeted by ethnic Albanian forces who considered them Serb collaborators, while the Serbian army routed Roma from Kosovo Albanian villages. More than 120,000 fled Kosovo and are currently IDPs in Serbia or are living in the European Union.

The Roma and Ashkali Documentation Centre (RADC) in Pristina and Mitrovica was established in 2005 to help IDPs living in camps in Northern Mitrovica and returnees present their interests to the authorities responsible for addressing their problems. In March, ODIHR staff visited camps in Kosovo where Roma, Ashkali, and Egyptians are still living to discuss, with staff from the RADC, issues related to the transfer of IDPs to the reconstructed *Mahalla* in Southern Mitrovica. Other topics discussed included the RADC’s plans to conduct civic

“One lesson is that proactive measures are absolutely needed. It is not sufficient to unblock some hindrances — there is a need to compensate for the long history of exclusion and marginalization through positive discrimination.” — *Presentation by Thomas Hammarberg, Council of Europe Commissioner for Human Rights, at the HDIM, Warsaw, 27 September 2007*

education projects within these communities and to ensure voter registration for the general elections in Kosovo at the end of 2007.

V. Co-operation with international organizations and NGOs

ODIHR co-operates with other international organizations in order to share expertise and to avoid the duplication of activities. Such co-ordination is important to ensure that initiatives have as great an impact as possible.

ODIHR has enjoyed long-term co-operation with the Council of Europe, which continued in 2007. For example, ODIHR funded the establishment of a website on Roma and Sinti and the Holocaust, and the Council of Europe's Human Rights Commissioner made the keynote address during the special day on Roma at the HDIM.

ODIHR's Senior Adviser on Roma and Sinti Issues participated throughout the year in the high-level group on social inclusion of ethnic minorities, which was established by the European Commission's Directorate-General on Employment in 2006. The group's report was released at the beginning of December.

Combating trafficking in human beings

ODIHR's specific role in the fight against human trafficking among Roma and Sinti populations lies mainly in supporting NGOs working in this field in countries where this problem is prevalent. This support can take a variety of forms, including the implementation of research and other projects; facilitating NGO participation at OSCE human dimension meetings, where they have an opportunity to share their work with participating States and others interested in trafficking-related issues; or through the provision of expertise and technical support.

ODIHR provided support for the implementation of a number of small-scale projects in Albania, Bosnia and Herzegovina, Italy, the former Yugoslav Republic of Macedonia, and Romania. The purpose of these projects was to raise awareness among Roma communities of the issue of trafficking in human beings and



exploitation of children, both in countries of origin and in countries of destination. These grassroots initiatives also had several secondary goals, including building the capacity of Roma NGOs and creating or improving partnerships with local authorities and national anti-trafficking networks.

ODIHR facilitated the attendance of several NGOs working with Roma communities at the Supplementary Human Dimension Meeting in October on "Combating the Sexual Exploitation of Children". The organizations in question work with Roma to address the factors that often make people vulnerable to trafficking. Their participation at the SHDM gave them an opportunity to share the results of their work with governments and others working in this field, as well as to make recommendations for initiatives in this area.

During the summer of 2007, ODIHR made a field visit to Rome, where several meetings were held with NGOs working with Roma and Sinti children who have been victims of trafficking. In addition, camps with Roma and Sinti, with both legal and illegal residency status, were visited. Such visits provide ODIHR with information needed to better target its assistance to participating States.

Hungarian Member of the European Parliament Viktoria Mohacsi speaks about Roma issues at the 2007 Human Dimension Implementation Meeting.

Programmes and Projects

Elections		
<i>Programmes</i>	<i>Region/Country</i>	<i>Included work on:</i>
Election Technical Assistance	OSCE region	Expert reviews of electoral legislation
Election Observation Development	OSCE region	<ul style="list-style-type: none"> • Guidelines for media monitoring in elections • Guidelines for observation of e-voting • Fund for Enhancing Diversification in Election Observation Missions • Guidelines for observing voter registration • Gender analysis within election observation missions • Enabling contributions from non-partisan domestic observers in OSCE-mandated and expert meetings
Election Observer Training	OSCE region	<ul style="list-style-type: none"> • Training of short-term election observers from participating States eligible for the Fund for Enhancing the Diversification of Election Observation Missions
<i>Projects</i>		
Assistance to the African Union		Consultation with the Pan-African Parliament of the African Union

Rule of Law		
<i>Programmes</i>	<i>Region/Country</i>	<i>Included work on:</i>
Criminal Justice	OSCE region	<ul style="list-style-type: none"> • Anti-torture programme • Annual Central Asian Summer School on Criminal Justice • Prosecutors programme (Armenia) • War crimes (South-Eastern Europe)
Fair Trials	South-Eastern Europe, Caucasus, Central Asia	<ul style="list-style-type: none"> • Assistance in developing and promoting fair-trial standards • Jury trial-monitoring project (Kazakhstan) • Development of a trial-monitoring reference manual
<i>Projects</i>		
Legislation Alert and Assistance	Caucasus	
Legislative Assistance	Kyrgyzstan	
Legislative Reform	Montenegro	
Monitoring Places of Detention	Caucasus, Central Asia	

Civil Society and Democratic Governance

<i>Programmes</i>	<i>Region/Country</i>	<i>Included work on:</i>
Democratic Governance	OSCE region	<ul style="list-style-type: none"> • Strengthening local party leadership, strategic planning, party funding • Adaptation of the interactive web-based tool VoteMatch to assist voters in getting more information on political parties (Georgia) • Promoting inter-party dialogue at the highest level • Strengthening the Centre for Parliamentary Reform (Georgia) • Qualitative needs assessment of parliamentary research and analysis capacity (former Yugoslav Republic of Macedonia) • Building capacity and operations of the Institute for Public Policy (Kyrgyzstan), including co-operation on a conference on political and economic relations in Central Asia

Gender Equality

<i>Programmes</i>	<i>Region/Country</i>	<i>Included work on:</i>
Increased Participation of Women in Democratic Processes	South Caucasus, Central Asia, Ukraine, former Yugoslav Republic of Macedonia	<ul style="list-style-type: none"> • Expert advice to the president's special representative on gender equality to the Parliament (Kyrgyzstan) • Advice on development of a national action plan on gender equality (former Yugoslav Republic of Macedonia) • Technical support to university lecturers and high-school teachers to develop curricula and teach gender equality (Armenia) • Promotion of women's leadership, civil society coalition-building and networking (Georgia, Kyrgyzstan) • Awareness-raising to promote political participation of women in communities in rural areas; social and economic rights of women; strengthening business opportunities for rural women (Armenia, Georgia, Kyrgyzstan, Ukraine) • Promoting joint efforts for effective participation in democratic processes, including electoral campaigns (Georgia, Kyrgyzstan) • Evaluation methodologies for programme implementation partners (Azerbaijan, Kyrgyzstan, Ukraine) • Assistance in developing a curriculum on prevention of domestic violence for police cadets (Azerbaijan)

Human Rights, Women and Security	South-Eastern Europe, Central Asia, Moldova	<ul style="list-style-type: none"> • Co-operation with the NGO Working Group on Women, Peace and Security to promote implementation of UNSCR 1325 (Central Asia) • Toolkit on Gender and Security Sector Reform, including new research and resource materials to guide practitioners • Awareness-raising, including a handbook for practitioners on integration of a gender perspective and consideration of women's rights in conflict prevention and early warning
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Migration/Freedom of Movement

<i>Programmes</i>	<i>Region</i>	<i>Included work on:</i>
Migration and Freedom of Movement	OSCE region	<ul style="list-style-type: none"> • Assistance in modernization of population registration and address systems (Albania) • Research on labour immigration (Kazakhstan) • Law providing for a non-discriminatory and simplified procedure of granting citizenship (Kyrgyzstan) • Advice on challenges in implementing new migration legislation, including discussion of survey results and recommendations (Russian Federation) • Dissemination of a practical commentary on the Law on Freedom of Movement and Free Choice of a Place of Residence (Ukraine)

Legislative Support

<i>Programmes</i>	<i>Region</i>	<i>Included work on:</i>
Legislative Reform Assistance	OSCE region	<ul style="list-style-type: none"> • Monitoring legislative developments • Reviews of draft legislation with advice on compliance of domestic laws with OSCE commitments • Assessments to promote legislative efficiency and transparency (former Yugoslav Republic of Macedonia, Georgia) • Providing greater access to law through an improved database, including a Russian interface (www.legislationline.org) • Publication of guidelines on freedom of peaceful assembly, in English and Russian

Human Rights		
<i>Programmes</i>	<i>Region/Country</i>	<i>Included work on:</i>
Human Rights and Anti-Terrorism	OSCE region/requesting participating States	<ul style="list-style-type: none"> • Training for counter-terrorism practitioners • Manual on human rights in the context of terrorism • Discussion of the role of civil society in preventing terrorism • Input to the high-level meeting on victims of terrorism
Human Rights Education and Training	OSCE region	<ul style="list-style-type: none"> • Training civil society from the regions to monitor human rights (Armenia, Tajikistan) • Co-operation with UN Office of the High Commissioner for Human Rights, the Council of Europe, UNESCO, and civil society to promote human rights education • Sharing good practices with the World Programme for Human Rights Education
Support to Human Rights Defenders and National Human Rights Institutions	OSCE region	<ul style="list-style-type: none"> • Strengthening co-operation between national human rights institutions and state officials, and partnerships with civil society • Training human rights defenders to monitor and report on freedom of peaceful assembly
Trial-Monitoring	Kazakhstan, Kyrgyzstan, Moldova	<ul style="list-style-type: none"> • Public discussion of the final reports on monitoring of criminal trials carried out in 2007 (Kazakhstan, Kyrgyzstan) • Support to the OSCE Mission to Moldova's trial-monitoring programme
Human Rights and Armed Forces	OSCE region	<ul style="list-style-type: none"> • Finalizing a handbook on human rights and fundamental freedoms of armed forces personnel
Anti-Trafficking	OSCE region	<ul style="list-style-type: none"> • Further development of National Referral Mechanism assessments in participating States • Disseminating information on OSCE commitments to promote National Referral Mechanisms • Discussion of the application of National Referral Mechanisms to labour exploitation in consultation with civil society and participating States • Recommendations on identification/protection of trafficked persons in co-operation with the EU, UNICEF, and the UN's Office on Drugs and Crime • Linking civil society organizations from countries of origin and destination • Co-operation with international organizations on child protection • Training for regional authorities on identification of trafficking victims • Legal representation and outreach to trafficked persons • Exchange of social workers within the EU to increase outreach to Roma street children • Research on protection of trafficked persons' rights through compensation

Tolerance and Non-discrimination

<i>Programmes</i>	<i>Region</i>	<i>Included work on:</i>
Educational and Public Awareness-Raising Activities to Promote Tolerance, Respect and Mutual Understanding and Remembrance of the Holocaust	OSCE region	<ul style="list-style-type: none"> • Parts II and III of teaching/learning materials on anti-Semitism (Croatia, Denmark, Germany, Lithuania, Netherlands, Poland, Ukraine) • Development of teachers guides on anti-Semitism (Germany, Netherlands, Ukraine) • Teacher/trainer seminars (Netherlands, Germany) • Adaptations of these teaching materials (Spain, Slovakia, Russian Federation) • Guidelines to highlight good practices/activities of governments on Holocaust memorial days (to be available online) • Guidelines on how to address anti-Semitism in the classroom (online document) • Establishing local partnerships for, and reviewing the first draft of, a resource book on Muslim communities (Spain)
Law Enforcement Officer Programme on Combating Hate Crime	OSCE region	<ul style="list-style-type: none"> • Curriculum enhancement to improve subsequent train-the-trainers sessions • Needs assessment visits (Serbia, Ukraine) • Provision of information and support tools to aid national implementation teams (Poland, Serbia) • International training-of-trainers seminar in London • Post-implementation evaluation (Croatia)
Building the Capacity of Civil Society to Combat Hate Crime and Violent Manifestations of Intolerance	OSCE region	<ul style="list-style-type: none"> • Training manual and a resource guide to empower civil society to prevent and respond to hate crimes and related manifestations of intolerance • Civil society preparatory meetings before OSCE tolerance-related conferences to develop a common platform and set of recommendations from civil society to participating States
Freedom of Religion or Belief	OSCE region	<ul style="list-style-type: none"> • Toledo Guiding Principles on Teaching about Religions and Beliefs in Public Schools • Discussion of, and advice on, draft law on freedom of religion or belief (Tajikistan) • Support of the Advisory Panel to the Government and the Hare Krishna community (Kazakhstan) • Needs assessment missions to prepare implementation of training on freedom of religion or belief (Central Asia)
Hate Crime Legislative Assistance	OSCE region	<ul style="list-style-type: none"> • Updating/revising the contents of www.legislationline.org relating to hate crime • Supporting discussion of issues relating to legislative guidance by international experts

Contact Point for Roma and Sinti Issues

<i>Programme</i>	<i>Region/Country</i>	<i>Included work on:</i>
Assistance to Improve the Situation of Roma and Sinti	Bulgaria, Italy, Romania, Serbia (Kosovo)	<ul style="list-style-type: none"> • Raising political consciousness; promoting political participation of Roma in local elections (Bulgaria) • Promoting dialogue, mutual trust, co-operation and good practices between police and Roma • Information campaign on places allocated for Roma within police training structures and schools • Broadening perspectives on integrating Roma in Europe in the 21st century • Ensuring fundamental rights of Roma and Sinti in crisis and post-crisis situations • Support to small-scale projects against trafficking in Roma communities • Awareness-raising of the Roma experience during the Holocaust (Romania)

Legislative Reviews

Elections

In 2007, ODIHR issued six legislative reviews and opinions, many conducted jointly with the Council of Europe's Commission for Democracy through Law (Venice Commission):

Country	Legislation
Albania	Joint Opinion on the Amendments to the Electoral Code of the Republic of Albania
Armenia	Final Joint Opinion on the Amendments to the Electoral Code of Armenia Joint Opinion on the 26 February 2007 Amendments to the Electoral Code of Armenia
Croatia	Joint Opinion on the Draft Law on Voters Lists of Croatia
Former Yugoslav Republic of Macedonia	Joint Opinion on the Draft Working Text Amending the Election Code of the Former Yugoslav Republic of Macedonia
Ukraine	Joint Opinion on the Law on the State Register of Voters of Ukraine

Legislative support

ODIHR provided legislative reviews and legal commentaries on the following:

Azerbaijan

- › Law on Freedom of Assembly (revision)

Belarus

- › Draft Law of the Republic on Public Opinion Polling

Kazakhstan

- › Draft Law of the Republic on Amendments to Selected Legislative Acts Concerning Arrest as a Preventive Measure
- › Legislation Concerning Labour Activity Undertaken by Foreign Citizens on the Territory of the Republic of Kazakhstan
- › Amendments to the Constitution of Kazakhstan

Moldova

- › Draft Law on Political Parties
- › Draft Law on Assemblies

Montenegro

- › Draft Constitution of Montenegro

Tajikistan

- › Draft Law on Civil Society Organizations (Associations), as revised

Turkmenistan

- 】 Law on Migration, as revised

Ukraine

- 】 Draft Law on Civil Society Organizations

Former Yugoslav Republic of Macedonia

- 】 Proposal for the Adoption of the Law on the Legal Status of Churches, Religious Communities, and Religious Groups (Advisory Council of the ODIHR Panel on Freedom of Religion or Belief)

Conferences and Meetings

<i>Name</i>	<i>Location</i>	<i>Date</i>	<i>Number of Participants</i>
Human Dimension Events			
Supplementary Human Dimension Meeting on Freedom of Assembly, Association and Expression: Fostering Full and Equal Participation in Pluralist Societies	Vienna	29-30 March	285
Human Dimension Seminar on Effective Participation and Representation in Democratic Societies	Warsaw	16-18 May	196
Supplementary Human Dimension Meeting on Protection and Promotion of Human Rights: Responsibilities and Effective Remedies	Vienna	12-13 July	264
Human Dimension Implementation Meeting	Warsaw	24 September-5 October	1,020
Supplementary Human Dimension Meeting on Combating Sexual Exploitation of Children	Vienna	18-19 October	159
Elections			
Expert Meeting on Election Observation and Electronic Voting	Warsaw	22-23 March	32
Democratization			
Regional Conference on Alternatives to Criminal Prosecution in Central Asia: Contemporary Status and Prospects	Almaty	4-5 June	74
Conference on Torture Prevention	Tbilisi	22 June	75
Roundtable on Retroactive Application of Criminal Law to War Crimes	Sarajevo	10 July	51
Annual Summer School on Criminal Justice for Central Asia	Almaty	30 July-4 August	59
New Immigration Legislation in the Russian Federation: Law Enforcement Practice	Moscow	17-18 December	84
Challenges and Trends in Women's Political Participation in the South Caucasus and Central Asia	Warsaw	17 May	32
Human Rights			
Launch event of the Report on Results of Trial-Monitoring in the Republic of Kazakhstan 2005-2006	Astana	23 February	92
The Role of Civil Society in Preventing Terrorism	Barcelona	14-16 March	31
Civil Society Meeting on the National Referral Mechanism Approach to Trafficking and Its Application to Trafficking for Labour Exploitation	Warsaw	24 April	11

Workshops on Implementation of United Nations Security Council Resolution 1325	Bishkek	26-27 June	33
	Dushanbe	4-5 September	30
	Almaty	12-13 September	27
High-Level Meeting on Victims of Terrorism	Vienna	13-14 September	231
Regional European Meeting on the World Programme for Human Rights Education	Strasbourg	5-6 November	200
Workshop on Compensating Trafficked and Exploited Persons	Barcelona	10-12 December	40
Tolerance and Non-discrimination			
Civil Society Preparatory Meeting for the OSCE High Level Conference on Combating Discrimination and Promoting Mutual Respect and Understanding	Bucharest	6 June	250
High-Level Conference on Combating Discrimination and Promoting Mutual Respect and Understanding	Bucharest	7-8 June	901
OSCE Chairmanship Conference on Intolerance and Discrimination against Muslims	Cordoba	9-10 October	313
Training-of-Trainers Seminar for Law Enforcement Experts on Combating Hate Crime	London	11-13 December	24
First Annual Meeting of the Regional Law Enforcement Network on Hate Crime Prevention and Investigation	London	14 December	22
Civil Society Preparatory Meeting for the 2007 OSCE Mediterranean Seminar on Combating Discrimination and Promoting Mutual Respect and Understanding	Tel Aviv	17 December	60
Contact Point for Roma and Sinti Issues			
Regional Meeting of OSCE Focal Points on Roma and Sinti	Belgrade	6 March	15
Roundtable on Roma Integration in Europe	Sinaia, Romania	11-13 June	25
Expert Preparatory Meeting for the Special Day on Roma and Sinti at the Human Dimension Implementation Meeting	Budapest	1 September	12
Police and Roma Roundtable	Bucharest	15 November	30

Publications Printed in 2007

	Title	Languages
1	Guidelines on Freedom of Peaceful Assembly	English, Russian
2	OSCE Human Dimension Commitments, Vol. 1 (electronic version only)	French
3	ODIHR Factsheet	Spanish
4	Common Responsibility: Commitments and Implementation	Russian
5	Teaching Materials on the History of Jews and Anti-Semitism in Europe, Part 1, Anti-Semitism in Europe up to 1945	English
6	Teaching Materials on the History of Jews and Anti-Semitism in Europe, Part 2, Anti-Semitism: a never-ending struggle?	English
7	Teaching Materials on the History of Jews and Anti-Semitism in Europe, Part 3, Prejudices. You too?	English
8	Handbook for Long-Term Election Observers: Beyond Election Day Observation	English, Russian
9	Effective Participation and Representation in Democratic Societies (factsheet)	English
10	ODIHR Annual Report 2006	English, Russian
11	National Referral Mechanisms - Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook	Spanish
12	ODIHR Panel of Experts on Freedom of Religion or Belief (factsheet)	English, Russian
13	Building the Capacity of Roma Communities to Prevent Trafficking in Human Beings	English, Serbian, Slovak
14	Human Dimension Implementation Meeting (factsheet)	English, Russian
15	Hate Crimes in the OSCE Region: Incidents and Responses - Annual Report for 2006	English
16	The Death Penalty in the OSCE Area: Background Paper 2007	English, Russian
17	Results of Trial Monitoring in Kyrgyzstan	Russian
18	Countering Terrorism, Protecting Human Rights: A Manual	English
19	Toledo Guiding Principles on Teaching about Religions and Beliefs in Public Schools	English
20	Human Rights Defenders in the OSCE Region: Our Collective Conscience	English

All ODIHR publications are available online at <http://www.osce.org/odihr/publications.html>. They can be ordered, free of charge, by sending an e-mail to publications@odihr.pl.

Election Reports and Statements Released in 2007

】 **General elections in Bosnia and Herzegovina, 1 October 2006**

1. Election Observation Mission Report

】 **Parliamentary elections in Latvia, 7 October 2006**

2. Limited Election Observation Mission Report

】 **Presidential election in Bulgaria, 22 and 29 October 2006**

3. Election Assessment Mission Report

】 **Presidential election in Tajikistan, 6 November 2006**

4. Election Observation Mission Report

】 **Mid-term congressional elections in the United States, 7 November 2006**

5. Election Assessment Mission Report

】 **Parliamentary elections in the Netherlands, 22 November 2006**

6. Election Assessment Mission Report

】 **Parliamentary elections in the Republic of Serbia, 21 January 2007**

7. Interim Report
8. Preliminary Statement
9. Election Observation Mission Report

】 **Presidential election in Turkmenistan, 11 February 2007**

10. Needs Assessment Mission Report

】 **Municipal elections in Albania, 18 February 2007**

11. Interim Report 1
12. Interim Report 2
13. Interim Report 3
14. Preliminary Statement
15. Interim Report 4
16. Election Observation Mission Report

】 **Parliamentary elections in Estonia, 4 March 2007**

17. Needs Assessment Mission Report
18. Election Assessment Mission Report

】 **Parliamentary elections in Finland, 18 March**

19. Needs Assessment Mission Report

】 **Presidential election in France, 22 April and 6 May 2007**

- 20. Needs Assessment Mission Report
- 21. Election Assessment Mission Report

】 **Parliamentary elections in Armenia, 12 May 2007**

- 22. Needs Assessment Mission Report
- 23. Interim Report 1
- 24. Interim Report 2
- 25. Interim Report 3
- 26. Preliminary Statement
- 27. Post-election Interim Report 1
- 28. Election Observation Mission Report

】 **Parliamentary elections in Ireland, 24 May 2007**

- 29. Needs Assessment Mission Report
- 30. Election Assessment Mission Report

】 **Local elections in Moldova, 3 June 2007**

- 31. Needs Assessment Mission Report
- 32. Interim Report 1
- 33. Interim Report 2
- 34. Preliminary Statement
- 35. Election Observation Mission Report

】 **Federal elections in Belgium, 10 June 2007**

- 36. Needs Assessment Mission Report
- 37. Election Assessment Mission Report

】 **Parliamentary elections in Turkey, 22 July 2007**

- 38. Needs Assessment Mission Report
- 39. Election Assessment Mission Report

】 **Parliamentary elections in Kazakhstan, 18 August 2007**

- 40. Interim Report
- 41. Preliminary Statement
- 42. Election Observation Mission Report

】 **Parliamentary elections in Ukraine, 30 September 2007**

- 43. Needs Assessment Mission Report
- 44. Interim Report 1
- 45. Interim Report 2
- 46. Interim Report 3
- 47. Preliminary Statement
- 48. Post-election Interim Report
- 49. Election Observation Mission Report

】 **Parliamentary elections in Switzerland, 21 October 2007**

50. Needs Assessment Mission Report

】 **Parliamentary elections in Poland, 21 October 2007**

51. Needs Assessment Mission Report

】 **Parliamentary elections in Croatia, 25 November 2007**

52. Needs Assessment Mission Report

53. Interim Report

54. Post-election Press Statement

】 **Pre-term parliamentary elections in Kyrgyzstan, 16 December 2007**

55. Needs Assessment Mission Report

56. Interim Report 1

57. Preliminary Statement

】 **Presidential election in Uzbekistan, 23 December 2007**

58. Needs Assessment Mission Report

59. Interim Report

60. Post-election Press Statement

】 **Extraordinary presidential election in Georgia, 5 January 2008**

61. Needs Assessment Mission Report

62. Interim Report 1

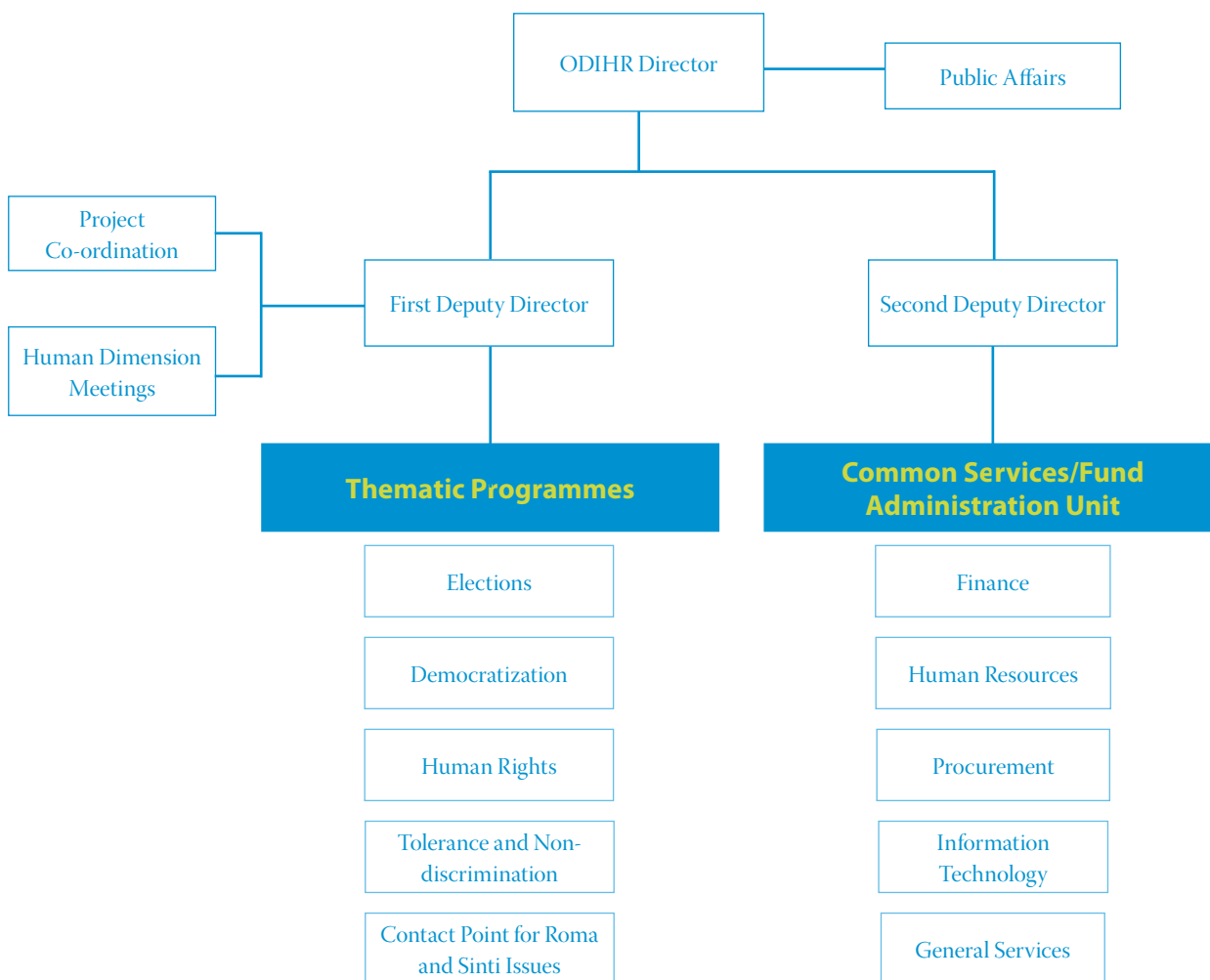
63. Interim Report 2

】 **Presidential election in Armenia, 19 February 2008**

64. Needs Assessment Mission Report

All elections reports are available in local languages. They can be found on ODIHR's website at:
<http://www.osce.org/odihr-elections/14207.html>.

Organigram and Budget



ODIHR Programmes: 2007 Budget

(all figures in euros)

Direction and Policy	1,321,600
Fund Administration Unit	1,556,000
Common Operational Costs	818,900
Human Dimension Meetings	788,000
Democratization	1,330,700
Human Rights	1,076,100
Elections	6,529,800
Tolerance and Non-discrimination	1,085,600
Roma and Sinti Issues	433,200
ODIHR augmentation	269,100
TOTAL	15,209,000